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ABSTRACT

This report presents the 1984 recommendations of the Governor's Select Advisory Commission for Primary and Secondary Education for the state of Indiana. These recommendations emphasize four general areas: basic educational outcomes, the financing of schools, personnel efficiency and productivity for achieving excellence, and extensions of learning opportunities. After an executive summary and an introductory section describing procedures and basic assumptions, the report is divided into specific recommendations on the following: (1) state law and rule-making authority, (2) curriculum and program emphasis, (3) innovative educational programs, (4) teacher certification requirements, (5) continuing education requirements, (6) growth in administrative personnel, (7) public input process, (8) school finance and quality education, (9) cooperation with nonpublic educational programs, (10) programs for gifted and talented students, and (11) other needed improvements. A brief summary conclusion is followed by a set of eight appendixes providing the text of Public Law 229 (creating the commission and stipulating its objectives), minutes from commission meetings, and other assorted reference materials. (TE)

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Governor's Select Advisory Commission for Primary and Secondary Education

Final Report

November 1984

State of Indiana
Robert D. Orr, Governor

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EA 017 972

STATE OF INDIANA
GOVERNOR'S SELECT ADVISORY COMMISSION
FOR PRIMARY AND SECONDARY EDUCATION

ROBERT D. ORR
GOVERNOR

The Honorable Robert D. Orr
Governor of the State of Indiana
Room 206, State House
Indianapolis, Indiana 46204

Dear Governor Orr:

I am pleased to herewith transmit the 1984 recommendations of the Governor's Select Advisory Commission for Primary and Secondary Education.

As you know, the Commission has worked diligently throughout the last 2-1/2 years and has grappled with a number of difficult and complex issues designed to fulfill the basic mandate of the Commission: that of reviewing and evaluating the current system of public education with a goal of providing the highest quality of educational opportunity.

In this 1984 report to you, the Commission has identified four broad areas, each of which contain several separate recommendations needing either executive or legislative attention. Those four broad areas are:

- identifying the basic educational outcomes,
- providing a sound financial base,
- providing incentives for the achievement of efficient, professional, productive staff, and
- recognizing the need for extension of learning opportunities.

Since the second report, the Commission has also reviewed in depth the rule changes brought about by the action of the State's Teacher Training and Licensing Commission changing recertification requirements, reviewed actions taken by teacher training institutions in upgrading standards, and reviewed state and national examples of innovation. In prior reports other aspects of the statute creating this Commission were dealt with and reported.

It is my feeling that the following set of recommendations, if enacted, will help us in our quest for educational excellence in the Indiana public school system. Still, much work needs to be done if we are to be successful in our efforts for a better Indiana. This report, hopefully, will contribute to the dialogue necessary to achieve our long term goals for improving the quality of our schools.

Respectfully submitted,

Robert Hanni

Dr. Robert Hanni
Chairman

DR. ROBERT HANNI
CHAIRMAN

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TABLE OF CONTENTS

Page

Executive Summary i

Preface v

Introduction 1

Procedures and Basic Assumptions 3

State Law and Rule-Making Authority 5

Curriculum and Program Emphasis 11

Innovative Educational Programs 14

Teacher Certification Requirements.................................. 16

Continuing Education Requirements 17

Growth in Administrative Personnel 18

Public Input Process 23

School Finance and Quality Education 24

Cooperation with Non-Public Educational Programs 37

Programs for Gifted and Talented Students 40

Other Needed Improvements 42

Conclusion 46

Appendices

A. Public Law 229 47
B. Presentations to Commission 51
C. Minutes of Meetings 54
D. IEIN 96
E. Letter from Dr. J. Young 98
F-1. School Distribution Formulae Summary 102
F-2. State and Local School Funding 104
F-3. List of Finance Objectives 105
F-4. List of Finance Targets 107
G. Non-Public Education in Indiana 109
H. Non-Public School Fact Sheet 110

EXECUTIVE SUMMARY
OF THE
FINAL REPORT OF THE
GOVERNOR'S SELECT ADVISORY COMMISSION
FOR PRIMARY AND SECONDARY EDUCATION

The Commission believes that the State must lead in planning [illegible] educational system. In development of educational policy, consensus must be reached regarding the basic mission of public schools. It is recognized that a relationship exists between the public's understanding of the school's mission and their degree of support.

In its final year of work, the Commission has prepared recommendations in four areas of emphasis. The two prior reports have provided recommendations after examination of other areas. The recommendations for this final report are as follows:

A. Basic Educational Outcomes

1. The Commission recognizes the importance of basic subject matter and recommends that increased emphasis be placed on language arts, science and mathematics. It also recognizes the need for education of the total child through appropriate emphasis on the arts, physical fitness, health, career and vocational education and foreign languages.

2. The Commission supports statewide competency testing and recommends that tests be used for maximum benefit for education of all students; evaluating student learning, identifying remediation needs, quality teaching and a school's effectiveness.

3. It is recommended that means be established to insure that all required textbooks be provided students at the various grade levels. It is further recommended that if funds are to be provided locally they not be derived from the general fund of the school corporation.

4. The Commission recommends that the Department of Education continuously analyze and revise curricula and develop linkages between various disciplines and give appropriate support for the implementation of programs focusing on the development of higher order thinking and reasoning skills.

5. It is recommended that a school improvement fund be established to provide incentives for implementing and for rewarding those individual school programs which can demonstate improved performance.

6. It is recommended that school officials of the various school corporations continue in their efforts to facilitate and secure effective public input into the educational policy-making process.

B. The Financing of School

1. It is recommended that a planned approach to refine the existing formula be implemented, over a period of five years, which would result in a

funding system with the desired elements.* This approach might start with special treatment for a relatively small number of school corporations with either low spending levels or high tax rates, and the number could be expanded each year.

2. The Commission recommends that school management teams continuously evaluate areas where merging of services and personnel might reduce the number of professional non-teaching positions and make budgeted funds more cost-effective.

3. It is recommended that the General Assembly immediately find ways to increase funding for the bottom three to six school corporations having the least capacity to raise funds.

4. It is further recommended that mechanisms be developed to foster the expansion of educational cooperatives and that the General Assembly provide the means for them to be financed.

5. It is recommended that local school boards be given the opportunity to raise additional local funds from property or income taxes.

6. Appropriate state funding should be provided to continue existing programs and services and to permit necessary expansion of gifted and talented programs.

7. It is recommended that funding be provided on a continuing basis for Summer Institutes for gifted and talented students at selected state colleges and universities.

8. The North Carolina Residential School for gifted and talented students appears to work well in North Carolina but a similar school is not recommended for the State of Indiana at this time.

9. It is recommended that the present statute be changed to require all school corporations, regardless of size, to publish only general categories of their annual report of receipts and expenditures.

C. Personnel Efficiency and Productivity for Achieving Excellence

1. It is recommended that the General Assembly consider career plans and reward systems for professional personnel, based upon experiences of other states, and determine which features of those plans best meet the needs and goals of quality education in Indiana.

2. It is recommended that an incentive fund (which might be supplemented locally by private funds) be established which will be administered by the Department of Education to recognize and provide monetary support for teacher's classroom activities that are identified as being exemplary in educational value and in need of small amounts of money for implementation.

3. It is recommended that the Department of Education develop Leadership Training Programs using models proven most effective in other

states with a focus on the refinement of skills in management, instructional improvement and performance evaluation of personnel.

4. It is recommended that local school officials explore every possibility for contracting services from non-public, not-for-profit and for-profit entities which would enhance cost effectiveness and improve quality.

5. It is recommended that a strong effort be made to improve the implementation of P.L. 217, and improve the application and function of the law. If this is not possible, it is recommended that the law be repealed. A "meet and confer" statute could be an alternative.

6. The Commission commends the State Board of Education for the current study of the nature of discipline problems which exist in the schools and recommends that it establish a technical assistance program that would enable school personnel to more effectively deal with discipline issues.

D. Extensions of Learning Opportunities

1. Since the IDE is currently revising identification guidelines for use in the schools, it is recommended that personnel involved with the identification of gifted and talented children refer to these guidelines to assure the use of systematic procedures throughout the State.

2. It is recommended that there be more coordination of resources by the Indiana Department of Education for the benefit of gifted and talented students and that close working relationships be fostered among the public and private colleges and the public schools.

3. It is recommended that all school corporations be urged to assist all personnel in creating an awareness of the characteristics of gifted children, implementing appropriate instructional activities for gifted children within the classroom setting and to locate and develop challenging, individualized instructional activities for gifted and talented children.

4. It is recommended that there be state level responsibility for physical fitness education by designating a coordinator for curriculum development and promotion of physial education.

5. It is recommended that a comprehensive study be made of vocational education to determine whether the present system meets current and projected educational needs and if it is appropriately funded. The study should be completed by a group outside of vocational education.

6. It is recommended that school administrators place greater emphasis on smoothing school-to-work transitions which will increase the potential employability of students completing the vocational education programs.

John Dewey, a noted educator, once said "Education is a social process ... education is growth ... education is not preparation for life; eduation is life itself." In preparing students for lifetime learning, structural and philosophical changes in the educational system will be necessary.

Problems faced by an educational system include an assessment of how best to control inputs and outputs, allocate resources, adapt to the environment, and achieve maximum levels of student achievement and personnel satisfaction.

* See the narrative for discussion of the desired elements, pp. 35-36.

PREFACE

In April, 1982, Governor Robert D. Orr appointed nine distinguished citizens to serve on a commission to study, review and evaluate the primary and secondary education system in Indiana. The commission was asked to identify barriers which keep the system from attaining high quality education for Indiana students, and to make recommendations to the Governor and to the Legislature which would contribute to removal of these barriers.

Senate President Pro Tempore Robert Garton named three members of the Senate to the Commission. Speaker of the House of Representatives J. Roberts Dailey named three members of the House of Representatives to the Commission.

To chair the group, Governor Orr named Dr. Robert Hanni, Superintendent of the Twin Lakes School Corporation.* Mrs. Marjorie Meyer of Indianapolis was named as Vice Chairperson of the Commission.

The other members of the Commission are:

Mr. William H. Calloway
Director, Student Financial
Aids, Indiana State University
at Evansville
Evansville, Indiana

Mrs. Joyce Davis (1)
Elkhart, Indiana

Mrs. Emily Fair (2)
Princeton, Indiana

Mr. John E. Friend
Director, Intermural Athletics
and Recreation
Purdue University-Calumet Campus
Hammond, Indiana

The Honorable Thomas D. Hession
Member, Indiana State Senate
Shelbyville, Indiana

The Honorable Lloyd Taylor (3)
Member, Indiana House of Representatives
South Bend, Indiana

Mrs. Eleanor Laffoon
Lafayette, Indiana

The Honorable Dennis Neary
Member, Indiana State Senate
Michigan City, Indiana

The Honorable Marilyn Schultz
Member, Indiana House of Representatives
Bloomington, Indiana

The Honorable John Sinks
Member, Indiana State Senate
Fort Wayne, Indiana

Mrs. Marilyn Sowers
Richmond, Indiana

The Honorable Philip T. Warner
Member, Indiana House of Representatives
Goshen, Indiana

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* Dr. Hanni is currently President of the State and Savings Bank, Monticello, Indiana.

In 1984, there were two members, first named to the Commission who were unable to complete their terms. They were: Mrs. Emily Fair, who died February 1984 (1), Mrs. Joyce Davis moved out-of-state and resigned (2). The Honorable Lloyd Taylor (3) replaced Senator Patricia Miller.

Dr. Bob F. Jones, Professor in the Department of Agricultural Economics at Purdue University was named by the Governor to direct the staff work for the Commission. Jones has specialized in Public Policy Education at Purdue University.

Dr. William R. Wilkerson, Professor, Department of School Administration, School of Education, Indiana University was named as a consultant to the Commission and its director. Dr. Wilkerson is a specialist in school finance.

Dr. Phillip Peak, Professor Emeritus, School of Education, Indiana University was named as a consultant to the Commission and its director.

Dr. Merle T. Strom, Professor Emeritus, Educational Administrtion and Supervision, Ball State University was named as a consultant to the Commission and its director.

Mrs. Jean Bush, Ed.S., Vocational Education, Purdue University was hired as a research staff member.

Mrs. Carole Savitsky, M.S., Elementary Education, Purdue University was hired as a research staff member.

To assist the Commission in its study of the school system, Governor Orr named 21 distinguished Indiana citizens who represent organizations with a direct interest in the Indiana school system to serve as a Resource Panel to be available to the Commission. He appointed Dr. Harold Negley, Superintendent of Public Instruction as Chairman of the Resource Panel.

Other members appointed to the Resource Panel are:

Dr. Bill Anthis, Superintendent
Fort Wayne Community
Fort Wayne, Indiana

Mr. Richard Beerbower
Muncie Area Career Center
Eaton, Indiana

Mrs. Jean Black
Indiana Professional Educators
Spencer, Indiana

Mr. Tom Pagan, Director
Wm. E. Wilson Education Center
Jeffersonville, Indiana

Mr. Tom Rosenberger, Principal
George Washington High School
Indianapolis, Indiana

Mr. Dale T. Sheets, Superintendent
Frontier School Corporation
Chalmers, Indiana

Dr. Robert E. Dalton, Superintendent
Kokomo-Central Township Consolidated
School Corporation
Kokomo, Indiana

Mr. H. Wayne Dillman
Indiana Farmers Union
Martinsville, Indiana

Dr. Dean Evans
Lilly Endowment, Inc.
Indianapolis, Indiana

Mr. William Hadley
Indiana Farm Bureau, Inc.
Indianapolis, Indiana

Mr. James E. Kessler
Indiana State Budget Agency
Indianapolis, Indiana

Mr. Charles Mayfield
Indiana State Budget Agency
Indianapolis, Indiana

Dr. Howard Mehlinger, Dean
School of Education
Indiana University
Bloomington, Indiana

Dr. Damon Moore, President
Indiana State Teachers Assoc.
Indianapolis, Indiana

Mr. Kenneth Simmons
Hartford City, Indiana

Mr. Don. M. Small, Exec. Director
Indiana Association of Elementary
School Principals
Indiana University
Bloomington, Indiana

Dr. Gerald Speckhard
Valparaiso University
Valaparaiso, Indiana

Mr. William Styring
Indiana Chamber of Commerce
Indianapolis, Indiana

Dr. George Swafford
Teachers College
Ball State University
Muncie, Indiana

Mr. Robert Thornberry
Executive Director
Indiana Federation of Teachers
Indianapolis, Indiana

Dr. Al J. Tieken
Director of Schools
Diocese of Evansville
Evansville, Indiana

In the first report issued in November 1982 the Commission made several recommendations, including:

- The state should develop loan and grant programs to reduce teacher shortages in specific disciplines, particularly science and mathematics;

- The state should establish and fund a computer training and learning program for students and teachers;

- The state should provide leadership and financial support for development and expansion of programs for gifted and talented students.

Addressing these proposals, the 1983 General Assembly created two programs designed to alleviate the current shortage of mathematics and science teachers, established the Computer Consortium for Computer and High Technology Education to provide guidance and direction in the area of computer education in Indiana's schools, and increased the state's annual appropriation for gifted and talented students from $186,000 to $1 million.

In the second report issued in November 1983, the Commission made additional recommendations including:

- The state should restructure the governance system for education.

- The state should provide funds for the implementation of incentive programs to encourage excellent performance of teachers.

- School corporations should place high priority on time on task; do further research on project Primetime; increase the number of school days; mandate kindergarten programs; provide supplemental education for successful work and career planning; establish a task force to examine remedial education in Indiana; and provide funding for summer school programs which include remediation and enrichment courses of study.

- There should be an on-going effort to establish more rigorous standards for persons preparing to be teachers, strengthen college and university teacher education programs, strengthen the working relationships between higher education and elementary and secondary education.

- Schools should use computerized career counseling and define the role of counselors.

In addressing these proposals, the 1984 General Assembly mandated kindergarten in all school corporations, allocated funds for a state-wide competency testing and remediation program, funded summer school programs through additional appropriations, reorganized the State Board of Education and required the Teacher Training and Licensing Commission to establish a system for renewing a teaching license that does not require a graduate degree.

The Commission has continued to meet on a monthly basis since presenting its second report to the Governor in November 1983, excluding December 1983, and April 1984. Continued activities have included joint meetings with the Resource Panel.

Testimony has been presented to the Commission covering many education-related issues. At this time, recommenations have been prepared in 11 areas. Some represent areas for which the State has responsibility, others require action at the local level.

There are issues currently under review by other state agencies that were reviewed by the Commission and for which no recommendation was felt to be necessary. The Commission encourages other groups to continue their study and review of the on-going concerns of education.

The Staff Director wishes to acknowledge the work and support given by the consultants named above. He also wishes to thank the two research assistants for their many hours of work. Special thanks are also due to Edith Wainscott, Pat Shoaf and Patt Edwards for their secretarial services.

INTRODUCTION

Education cannot be precisely described or defined. Therefore when we talk to each other about education we must be doubly sure each of us has the same concept of education. It would be impossible to verify, but many problems pertaining to education that arise between groups and individuals are the result of a lack of complete understanding between the parties.

The world in which we live is constantly changing. Therefore, as residents, each of us must also change to meet the new conditions. However, we need to also play a role in controlling those changes. Education for today may not be valid for tomorrow. This means the acquisition of knowledge, though necessary, is not sufficient to prepare us to meet future needs. Education must be an instrument to enable us to learn how to learn. The ability to use what one knows to solve new situations as they are met is the final goal of all education. As we work to improve elementary and secondary education in Indiana, we must keep in mind the ultimate goal of education is to prepare oneself to use what is known and to learn how to increase one's totality of learning.

From the beginning of time, the youth of the world have participated in educational studies which their elders considered to be useful disciplines. In the past one hundred years, the number of useful disciplines has increased, and some of these should be taught in our public schools. However, this multiplicity of disciplines available to be learned has tended to edge out the fundamental role of educational institutions as a place where one learns how to learn in order to use the tools of a civilization. The unanswered question, and therefore the major point of dissention, rests with the choice of disciplines that are currently the best to use with the student who is learning how to learn. The difficulty is in striking a balance between the emphasis on the disciplines vs. the emphasis on learning how to learn. Education as preparation for a job is not adequate. Jobs and their relationship to society are always in a state of change. The educational program that does not emphasize learning how to learn will soon produce a static society which will not persist.

From the founding of the U.S. its people have believed in education for all youth and have deemed it appropriate for the civil government to be an active participant in the realization of this goal. Starting with the "Deluder Satan Law" of 1647 and continuing to the present time, private and public groups have studied and made recommendations about education, designed to improve its quality.

But the dissatisfaction with education continues primarily because the studies and recommendations were almost always directed towards the disciplines themselves rather than to how the study of the discipline could be designed so that the ultimate educational goals of learning how to learn and being motivated to learn are realized.

The unsatisfactory status of education in the early 1980's was to be expected. New disciplines becoming a part of education divided the interests of students, teachers, parents, and community members. No one can be excellent in a myriad of areas. The result was dissatisfaction with the schools. Indiana's legislature, like those of many states, acted. Public Law 229 was enacted authorizing the establishment of the Governor's Select Advisory Commission for Primary and Secondary Education. (See Appendix A for a copy of the Law.) The federal government established the Commission on Excellence which produced the document lNation at Risk.0 This document called for reform but did not specify how or where. lNation at Risk0 reported what the schools taught of the disciplines and how much of it was retained by the student. The Commission did not investigate whether the student had learned how to learn or if that learning could be used in unfamiliar situations. In addition, over 30 studies of national scope were done such as The Place Called School , The Carnegie Report , the Longitudinal Assessment of the National Assessment of Educational Progress , etc. These studies found much information about disciplines used in education but nothing about the major purpose of education, learning how to learn.

The Governor's Commission in Indiana was mandated to investigate 15 specific areas and any others which might be identified as appropriate as the work progressed. These mandates were not directed toward changing the curricula by adding new disciplines or to reorganizing the local school's administrative structure. It is interesting to note that a result of the Commission's investigation through use of experts, study of other states, local input from parents, teachers and others, there was evidence of a sincere desire to improve education. The major purpose of education which kept coming up was similar to the expression "learning how to learn."

The Commission's annual report for 1982 on page 4 lists 18 goals for education which were gleaned from their investigations. None of the goals called for specific courses or disciplines. Ten of the 18 goals deal with such concepts as pride in their work, respect for others, understanding changes, appreciation of the culture, positive attitudes, self-motivation, acceptance of responsibility and a willingness to learn.

The Commission's deliberations received wide coverage by the news media. Concerns of the General Assembly in its charge to the Commission were often accepted by other organizations for study and implementation before the Commission had completed its study. For example, some teacher education colleges increased their admission standards hoping to increase the quality of their graduates. The General Assembly reorganized the State Board of Education so it can provide a better leadership role. Some extra funding was provided by the state to update work in computers and to decrease class size to 18 in kindergarten through grade three. The Department of Education is implementing legislation which authorized competency testing and provided resources for remedial work for those students who need it. The Department is also developing an accounting system which will provide a data base of information needed in the decision-making process. The only specific attention to curriculum is the increased requirements in mathematics, science and English to graduate from high school.

The Commission has assumed that the work started here will be carried on by others. Some of the recommendations made by the Commission may not be appropriate for 1986. There will be new problems to be solved in new ways.

The Commission is concerned that whatever the local school curriculum is, its graduates have learned how to learn, that they are self-motivated, that they can work well with others, that they are able to use their skills to the best advantage and are able to efficiently learn new skills.

Many of the Commission's recommendations made in its annual reports of 1982 and 1983 have been partially or fully implemented. As a result, there have been changes which have produced a better educational climate. Society has more concern for a balance between content of the disciplines and how the learner can use that content in current and new situations.

This 1984 annual and final report has further recommendations pertaining to school finance, curriculum, school laws, staff development, administration, gifted and talented programs, public input, school to school and industry to school cooperation, competency testing, textbooks, and leadership development as well as pupil discipline. The Commission feels that implementation of these recommendations will enhance the quality of education in such a way that those coming from Indiana schools will be motivated to learn, and will be prepared to use what they know to solve new and complex problems which they are sure to meet in the future. Even if all of the above is accomplished in the near future, there is still need for continued study of education in order that the graduate can meet the needs of a changing society and can take advantage of the new disciplines being added to the educational package.

PROCEDURES AND BASIC ASSUMPTIONS

The next sections of this report address issues identified in P.L. 229. Each section states a designated issue of the law and summarizes the situation, identifies problems, and makes recommendations for improving the quality of elementary and secondary education in Indiana.

As stated in the last annual report, there are several basic assumptions which undergird the Governor's Select Advisory Commission for Elementary and Secondary Education's recommendations.

- The State carries the ultimate responsibility for the educational system in Indiana.

- The acquisition of basic skills in elementary schools is essential to successful matriculation to secondary school.

- Leadership from school board members and administrators is essential in the implementation of any recommendations made by this Commission.

- Competent teachers are needed at all levels.

- The change process and adaptation to change are important concepts to be incorporated in the training and professional development of teachers.

- Teachers need to understand all age levels and differing cultures as they deal with students from diverse life styles.

- Students need guidance in decision making activities along with parental support.

- Adequate funding is necessary to achieve desired recommended changes.

The following sections cover each of the issues identified in P.L. 229, except for issues 5, 6 and 15 which were included in previous reports.

STATE LAW AND RULE-MAKING AUTHORITY

Issue I. The effect of state law and rule-making authority on the ability of local school boards to produce the best educational result in their community schools.

A. Section on P.L. 217 (Commonly called the Collective Bargaining Law)

Over the past two and one half years the Commission has been made acutely aware of the extent to which the negotiations process has impacted on virtually every educational matter investigated. Several Commission sessions were arranged to direct attention on the overall operational effectiveness and desirable educational results of a decade of history with P.L. 217. Discussions have focused on application of specific requirements of the law, interpretations made and administration of facets of the law by the Indiana Education Employment Relations Board, and apparent disregard of some parts of the law by both employer and employee groups.

In 1973 the General Assembly stated the purposes and overall intent of P.L. 217 to be as follows:

Sec. 1. Intent. The Indiana General Assembly hereby declares that:

(a) The citizens of Indiana have a fundamental interest in the development of harmonious and cooperative relationships between school corporations and their certified employees;

(b) Recognition by school employers of the right of school employees to organize, and acceptance of the principle and procedure of collective bargaining between school employers and school employee organizations, can alleviate various forms of strife and unrest;

(c) The State has a basic obligation to protect the public by attempting to prevent any material interference with the normal public school educational process.

The Commission recognizes the need for a formal vehicle for meaningful dialogue or forum between professional staff members and employing school boards, and believes that P.L. 217 provides a relatively effective mechanism for realizing such goals. From testimony and discussions held, three general conclusions were reached. (1) The legislative intent for the law has not been realized; (2) the law has not worked well in practice, often resulting in disruption within educational systems and in strained, rather than cooperative relationships among professional staff members; and (3) the law as implemented has often created barriers to implementation of many desired reforms in Indiana public elementary and secondary education.

Recommendation

It is recommended that a strong effort be made to improve the implementation of P.L. 217, and improve the application and function of the law. If this is not possible, it is recommended that the law be repealed. A "meet and confer" statute could be an alternative.

B. Competency Testing

In a quest toward universal literacy and with greater emphasis on quality output from education systems, many states have enacted laws requiring measurement of the basic skills (competencies) of their students as a means of identifying those who are achieving below a predetermined level.

"The public believes that testing is useful, legitimate and even desirable." (1) There has been, however, a great deal of discussion as to what it is, why it is necessary, and how it should be done. There has also been confusion about the types of tests, their purposes and which tests can actually monitor gains in student learning. Most states undertaking a testing and remediation program have found it takes time to design, carry out pilot studies, implement the testing schedule, analyze results and reflect on and make revisions to determine its value. Statewide minimal competency testing is deeply rooted in the concepts of equity and equality of opportunity, yet "American schooling is founded in traditions of local responsibility..." (2) Legislators providing funding and state agencies implementing educational programs and policies find data regarding the output from schools as central to program reviews. A comprehensive statewide minimal competency testing program would administer tests to all students at every grade level. It would provide results which would identify the low achievers and provide remediation for any below an established standard. That standard would be set statewide and assure minimal quality of the students graduating from all schools in the state. A statewide testing program allows for more consistent evaluation of the achievement of students. Students transferring into the state or from non-public schools within the state can be placed at appropriate levels and needs for remediation and challenge be determined.

Indiana educators confirm that "statewide testing should avoid duplicating local district testing; be criterion referenced, be directed to areas where national assessment efforts report deficiencies such as in the problem solving aspects of mathematics and the comprehension, drawing inferences and aspects of reading." (3)

According to information supplied by the Education Commission of the State (ECS) in January 1983, 17 states now require students to take minimum competency tests as a requirement for high school graduation. Eleven of these are state tests. Many states are considering requiring them for grade-to-grade promotion. Programs are developing slowly as the process is often more complex than first realized.

Indiana's first activity in this area was tied to the assessment of student learning through the Comprehensive Assessment and Program Planning System (CAPPS) in 1978 and managed within the Department of Public Instruction (DPI). This effort did not provide for a system or standard that was uniform but did require that all public and accredited non-public schools participate. It allowed the plan to be developed at the local level and was subject to DPI approval. Standards were not subject to DPI approval. CAPPS required that remediation be provided to bring students up to local standards. It provided for testing in grades 3, 6, 8 and 10 using testing instruments selected at the local level. The primary purpose was to provide a means to identify students with specific remediation needs.

A positive impact was realized from the program as it provided a greater emphasis on curriculum and allowed remediation needs to surface. From the testing component of the program, data became available. It did not allow sufficient information for use in determining a statewide achievement level.

Literature seems to indicate that success experienced through remediation can be attributed to the ability of schools to provide more individual attention to students having difficulty in achieving. These programs generally allow for more time engaged in learning and more emphasis on the task of learning and can be accomplished through additional staff and/or other forms of intensified instruction.

The General Assembly passed P.L. 126 in 1984. This statute provides for basic competency skills testing and remediation and allows the State Board of Education to prescribe a uniform program; set minimum acceptable test scores; designate certain grade levels, designate subject areas to be tested and provide guidelines and criteria for remediation programs. A specific appropriation has been designated for the program. Corporations receiving funds must certify that they will be used for testing and remediation under the rules of P.L. 126. Students eligible to receive basic skills instruction and testing from a special education teacher are not included in this act since they are included under current special education programs.

For the 1984-85 school year, $200 per child for remediation will be sent to each corporation with students who score below the established standard. The basis for funding came from projections of data from the CAPPs program. The funding for 1984-85 is expected to accommodate about 15 percent of the third grade enrollment reported during the fall of 1984. Funds are calculated to provide remediation to about 10,000 students.

The Department of Education administers funds appropriated by P.L. 126 as the Essential Skills Assessment Program (ESAP). Section 2 of the Act requires that all students in grade three be tested in reading and mathematics by March 1985. The State Board may select the other two grade levels for testing and remediation. These have been determined as grades 6 and 8. All students in all three grade levels will be tested in the three subject areas by the end of 1986-87 school year. The plan was developed to allow for revision, adjustment and limited regulation as it is implemented. Adjustments are anticipated as feedback is solicited through hearings scheduled in 1985.

A special advisory committee worked closely with the State Superintendent and the State Board of Education in developing and outlining plans for implementation of the program. The Committee on Standards of the State Board of Education at their August 1984 meeting provided recommendations to reaffirm previous actions on the implementation of the plan. Among

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their suggestions are the adoption of guidelines for approval of remedial programs and evaluation routines for selection of pupils for the remediation programs.

A uniform test is now under development by a publishing company for reading and mathematics for Grade 3 which will contain a sufficient number of items to allow the state "to get national norm reports, as well as objective-referenced reports" (4) for each student tested. It will "ensure against charges of sexual, racial, and cultural bias and more generally against legal challenge" ....as well as "ensure validity, reliability, and objectivity." (4) The third area for development is a test for writing ability to be piloted in the spring of 1985. Full implementation of the testing program in the three subject areas for grade 3 is scheduled prior to March 1986. Full implementation of the three grade level testing program in the same designated subject areas will be during the 1986-87 school year. Other evaluation techniques such as classroom performance and teacher observation are supported.

Local school corporations may determine the format under which remediation may take place. The Division of Research and Assessment of the IDE has provided a summary profile of an effective remedial instruction profile which includes (a) modes of instruction; (b) characteristics of the instructional program; and (c) characteristics of instructional materials. It is available to all school units and governing bodies as they make plans for testing programs and remedial instruction.

"Test results can also prove useful for middle and upper-level achievers if districts explore the potential of establishing challenge standards on the test. Schools may wish to use test results to help refine the learning skills of all children." (5) ...in all the grade levels tested. With the growing concern that students will be experiencing increasing demands from a technological society, schools may wish to use any data generated by the tests to design strategies which better meet needs of all students tested. Challenge standards may be determined at a later time.

Testimony before the Commission took place prior to the enactment of the legislation described above. Information presented from the Duval County Schools, Jacksonville, Florida, personnel sparked interest of the Commission members with certain aspects of their program. It features extensive testing and provides a short turn-around period (in which that information from testing is available to teachers) of test results.

Another example of a school-wide testing program currently in operation in Indiana was brought to the attention of the staff for dissemination to the Commission. The Tippecanoe County School Corporation implemented a program during the 1984-85 school year which is supported through local funding. Its objective is to correlate ability and achievement within one grade level.

The true measure of the value received from competency testing will not be known for a time. However, those dealing with educational policy may be encouraged to carefully review data as they become available. The intent of the legislation is that it will permit valid judgments to be made as to how testing may contribute to narrowing the gap between ability and performance.

"Minimal competency testing will not solve the problems of poor learning and poor teaching; serious research is required." (6)

Recommendation

The Commission supports statewide competency testing and recommend that tests be used for maximum benefit for education of all students; evaluating student learning, identifying remediation needs, quality teaching and a school's effectiveness.

Notes

(1) Resnick, Daniel P., "Testing in America: A Supportive Environment," Vol. 65, No. 9, May 1981.

(2) Ibid.

(3) Memorandum of March 14, 1984 from IDE to State Board of Education.

(4) Memorandum from B. Strange to State Board of Education, March 14, 1984.

(5) Strange, B., memo to Superintendent, June 29, 1984.

(6) Arthur E. Wise, A Critique for "Minimal Competency Testing," paper prepared for workshops sponsored by the Education Commission of the States and the National Institute of Education, September 1977.

C. Textbooks

In virtually every area of study, at all grade levels throughout the public school system, textbooks serve to determine scope and sequence for learning experiences. Although supplementary materials as well as special knowledge and instructional skills of the professional teacher may substantially enrich student learning, it is essential that each student have direct and continuing access to textbooks selected for use in the various subject areas. While in many states textbooks, and in some situations all needed consumable supplies, are provided without charge. In Indiana it is general practice for parents to be required to pay yearly or semester fees for the use of the text for that period of time. In some instances, a part of the individual textbook charge is for consumable supplies to be used during the fee period. Textbook costs have risen sharply in recent years. Therefore, textbook rental fees have increased substantially, particularly for students enrolled in the secondary school level.

School officials in many Indiana school corporations have encountered difficulty in collecting the fees from all parents. By law, township trustees may be petitioned by school officials to pay book rental fees for children of indigent families residing within the township. Because of inadequate funds available to the trustees, the large number of requests has created financial and taxing problems and has resulted in denial of payment by trustees in some cases. Because of poor collection and rising costs, school officials have been forced to increase fees to cover losses encountered because of those who do not pay. Losses eventually must be covered by school tax funds. In any event, for schools to be effective, textbooks cannot be denied to a student simply because the parent cannot or will not pay the fee.

The public schools of Indiana are to provide equal treatment and equal opportunity to all students. The equity principle should be made fully applicable in regard to textbook availability to all students.

Recommendation

It is recommended that means be established to insure that all required textbooks be provided students at the various grade levels. It is further recommended that if funds are to be provided locally they not be derived from the general fund of the school corporation.

D. Request for Change in Indiana Code 5-3-1-3

It was brought to the attention of the Commission that Indiana Code 5-3-1-3 requires public schools to publish an annual report of receipts and expenditures. The statute allows larger corporations to publish general categories whereas school corporations serving a population less than 35,000 must itemize expenditures.

Investigation of the impact of this statute revealed that of the 305 corporations, only 65 are exempt and are able to publish general categories, while 240 corporations are required to publish detailed reports. Legal notices must be submitted to two newspapers. Personnel salaries are individually listed.

The total cost incurred by the majority of corporations for these reports cannot be determined through the present reporting system of the School Finance Division because schools also incur other publication costs when advertising for bids for services. These figures are currently combined with reporting of itemized categories. In discussion of this issue, Commissioners felt all schools should be required to report in the same manner and that the present statute does not make the most effective use of available monies.

Recommendation

It is recommended that the present statute be changed to require all school corporations, regardless of size, to publish only general categories of their annual report of receipts and expenditures.

CURRICULUM AND PROGRAM EMPHASIS

Issue 2. An inventory of current curriculum and program emphasis with special attention to local needs and problems.

Curriculum

The curriculum is the medium used by schools to educate the students. As such, the state must give careful attention to the components which constitute the curriculum used in its schools. This does not necessarily imply a statewide curriculum, but does hold the state responsible for assuring that state and local goals of education are being met. Local and state goals must be compatible but not necessarily the same.

Factors which affect curriculum are varied and unpredictable. Since society is constantly changing, this causes the needs of its members to change. Consequently, the curriculum and its uses must be designed so the student is prepared to continue to learn on his own beyond his school years. The true measure of the quality of an education can only be determined by how well the products of that educational system perform five to 60 years in the future.

The testimony presented to the Commission by professional educators, parent organizations, businesses, industry, and other social groups revealed considerable argument as to what education through use and the curriculum should do for the students. The goals are not so much informational as attitudinal. The goals for students include the ability to work with others, to be responsible, to understand their role in society, to have a desire to continue learning. These goals are essentially those one hopes to reach in learning how to learn. The testimony also reflected a need for strong emphasis on subject matter which is conducive to helping the student reach acceptable goals. This not only means emphasis on the basics such as mathematics, science, and English, but also a balance between so-called basic courses and art, music, physical education, and vocational subjects. The needs of the future are unknown, so the education not only must consist of a broad curriculum, but that curriculum must be used so that the student will feel confident he can use what he has learned to resolve new problem situations and think critically about situations as they arise, be they new or old.

The Commission commends the IDE for the development of the Indiana School Improvement Program which will take advantage of all facets of thinking about curriculum and result in programs that will more likely enable students to reach the goals set by their school and the State. The broad goals of education do not change rapidly, but the curriculum through which the learner reaches these goals is continually changing. This requires that the local community and the state continually review the curriculum to determine its appropriateness at the time of the review and in so far as possible predict needs of the future.

In light of the above, the Commission is concerned that a balance of all segments of the curriculum be provided for every student suitable to that student's goals and desires, (these goals may be established by parents, students, and society). There should be a strong emphasis on each of these components, and the curriculum should be the instrument by which the student not only acquires the knowledge he needs but also learns how to learn to meet unknown needs of the future.

The Commission is concerned that the curriculum is designed so the different components are interrelated and that each discipline makes a contribution to the understanding of the other disciplines. The curriculum should be used in such a way that the learner feels he has a unified education rather than numerous pieces of isolated knowledge. As a result, the learner will have a command of a single body of knowledge for future use, rather than having to search for isolated pieces. The Commission makes the following recommendations, hoping they will result in a curriculum which will result in efficient use of what is learned.

Recommendations

The Commission recognizes the importance of basic subject matter and recommends that increased emphasis be placed on language arts, science and mathematics. It also recognizes the need for education of the total child through appropriate emphasis on the arts, physical fitness, health, career and vocational education and foreign languages.

The Commission recommends that the Department of Education continuously analyze and revise curricula and develop linkages between various disciplines and give appropriate support for the implementation of programs focusing on the development of higher order thinking and reasoning skills.

It is recommended that there be state level responsibility for physical fitness education by designating a coordinator for curriculum development and promotion of physical education.

Vocational Education

Vocational education is a valid part of the total school curriculum. All the comments under curriculum include vocational education and as a part of the curriculum of the student, it should not be considered separately. The Commission feels some clarification is needed in the administration, financing, and regulation of vocational education. Under regulations from federal, state, and local governments, it is more complex to administer than most other programs. Vocational education, as a named category of education, is newer than many of the other disciplines.

In the testimony given to the Commission by professionals in vocational education, school administrators, lay persons, and others, many questions were raised which reflect why an extra explanation of vocational education is necessary. The following were discussed:

1. Are nonvocational programs consistent with manpower projections?
2. Are general education programs being funded under the guise that they are vocational?
3. Are legitimate vocational programs being funded adequately?

4. Is there undue duplication of programs among the entities delivering the programs?

5. Do those persons completing a program enter the occupations in which they are trained?

6. Are the offerings approriate for this time and place?

7. Does the current delivery system and funding cause unnecessary stress between local and area schools, the students, and administrators?

8. Could more programs be delivered in an actual workplace environment?

9. Will current emphasis on basic education further diminish participation in vocational programs?

10. Are programs still structured to adhere to federal guidelines which provide relatively little funding and/or guidelines that are no longer in force?

11. Is the current governance system appropriate?

12. Is there equal educational opportunity across the state with respect to access to programs and services in vocational education?

Since the testimony presented to the Commission raised so many questions, the Commissioners felt that it is necessary to make special recommendations for vocational education beyond those made for the total area of the school curriculum.

Recommendations

It is recommended that a comprehensive study be made of vocational education to determine whether the present system meets current and projected educational needs and if it is appropriately funded. The study should be completed by a group outside of vocational education.

It is recommended that school administrators place greater emphasis on smoothing school-to-work transitions which will increase the potential employability of students completing the vocational education programs.

INNOVATIVE EDUCATIONAL PROGRAMS

Issue 3. A comprehensive inventory of successful and innovative educational programs in other states that have proven to be of significant benefit.

Issue 4. A review of current state programs and guidelines which are desirable and should be maintained, as well as local examples of innovative programs which produce better educational results.

During the 1960's there was a surge of funding from the federal level for new and innovative educational programs nationwide. As a result of the funding, many excellent programs were developed. By the late 1960's and into the 1970's those who were responsible for grant money dissemination became aware of the duplication in grant requests. It became apparent that a system was needed to disseminate successful programs, practices, and projects to those with common problems and needs. In 1974, Facilitator Centers were established in each state as a part of the National Diffusion Network (NDN). The function of the Facilitator Centers was to gather information about successful innovative programs and to provide this information to local schools. Guidelines were established through NDN to provide a systematic review of the effectiveness of programs and to create a file of proven programs and practices. A review process called the Joint Dissemination Review Panel (JDRP) Process was established. It meets periodically to review the evidence of effectiveness which has been submitted for a wide variety of educational projects. This validation procedure addressed the need to identify and certify programs and practices that could lead to constructive educational changes in schools, and also established the educational worth of a project at the original site and its successful replication in school systems nationwide.

The nationally organized Identification, Validation, Dissemination (IVD) validation process was adopted by Indiana through Federal funds (Title IV-C). Projects which were validated through IVD were encouraged to attempt national validation through JDRP. Indiana is not represented in the 400 currently validated projects of NDN but has been interested in the validated projects from other states. National validation is an expensive and time consuming system and has not been viewed as a program beneficial to Indiana. Since the elimination of Title IV-C funds there has not been an active validation program in the State.

In 1981 the Indiana Department of Education developed the Indiana Educators Information Network (IEIN). IEIN is a data base search service for Indiana school corporations located in nine regional sites. The data base can provide information nationwide on innovative programs as well as Bibliographic Retrieval Services, ERIC, human and material resources, etc. (see Appendix D). The Exemplary Programs and Practices in Indiana (EPPI) data base provides information on exemplary programs and instructional materials in the State. EPPI resources were to become a part of IEIN's national data base of exemplary programs and serve both national and state audiences. Since Indiana has neither validated innovative programs in the state for three years nor has a state program been validated through the national JDRP, the EPPI could provide the state a means to disseminate its programs nationally as well as statewide.

IEIN has been funded through the National Institute of Education through a capacity building grant. It is likely that funds will not be available beyond fiscal 1984-85. However, the project has been educational in the sense that it has broadened the scope of computer use in Indiana. It has also built up the state's data base of information.

However, Indiana still does not have an active program for validating projects at the state level and does not provide funds to have projects and materials validated at the national level. Validated programs and materials would be useful to local school corporations as they revamp current curricula. The need for a continued emphasis on innovative programs goes beyond the dissemination process to continued development and validation of new programs based on current needs and perhaps more importantly, on future needs.

Issues 3 and 4 refer to innovative programs developed nationally as well as statewide. Testimony was provided to the Commission which indicated that there are innovative programs in place throughout the state. However, since they have not been validated nor catalogued for dissemination purposes, there is no way to assure dissemination.

TEACHER CERTIFICATION REQUIREMENTS

Issue 7 - A review of teacher certification requirements and curriculum standards in our institutions of higher learning.

The statutory responsibility for the accreditation of teacher education programs rests with the State Board of Education. The Teacher Training and Licensing Advisory Committee studies issues, develops standards, and holds hearings for public input before making recommendations for change to the Board. The Board is also responsible for updating these requirements and standards in order to provide a cadre of well-trained teachers. The Division of Teacher Education and Certification of the Department of Education administers all rules and standards set by the Board.

The present state standards for evaluating teacher education programs in Indiana are an adaptation of those from the National Association of State Directors of Teacher Education and Certification (NASDTEC) and have been modified to comply with Rules 46-47 of Bulletin TEACH. The advisory committee is considering accreditation standards which can be applied selectively to program areas of an institution in place of the present system of granting accreditation to the entire institution.

Some training institutions in the state have raised their standards recently, while others have not. Grade requirements have been increased for entry into programs and pre- and post-testing of candidates have been initiated. The Teacher Training and Licensing Advisory Committee is presently reviewing state standards.

The Commission encourages advisory groups to upgrade standards as deemed necessary to insure that the State is provided with a well-trained cadre of teachers. The Commission also encourages selective application of standards to a program area of an institution in place of the present system of institutional approval.

Almost simultaneously with the work of this Commission the Teacher Training and Licensing Committee initiated a number of changes. This Commission commends those responsible for raising standards and makes no further recommendation.

CONTINUING EDUCATION REQUIREMENTS

Issue 8. A review of current continuing education and master's degree requirements for teachers.

Changes in the way teachers are recertified by 1985 can be found in 40 of the 50 states. "As the pace of change quickens, the need for in-service education intensifies." (1) There is a nation-wide trend away from recertification solely by advanced degree or college credit. A majority of the college credits for recertification was in professional education courses. Former rules are being replaced which allow more flexibility but extend continuing education requirements. Twenty-nine of 40 states allow at least some continuing education efforts to occur through activities determined as equivalent units of instruction. Some are using district planned activities.

Prior to the adoption of a new rule on June 12, 1984, Indiana teachers were required to complete a master's degree as a condition of continued employment. With completion of this degree and three years of teaching experience, a professional license was valid for life. Continuing inservice was not required to maintain certification. The incentive for continuing education came primarily from local salary schedule plans based on additional coursework and experience. Colleges of education provided professional education courses through a plan of study leading to the advanced degree, with a portion of the degree requirement being in the subject matter area of certification.

The new rule, #511IAC-C-10-3, provides alternatives which require continuing education throughout life for recertification. Both options require some graduate credit, as well as an experience component. However, in order to be professionalized a Master's degree must be earned. The teacher may choose to pursue the master's degree or renew certification through certification renewal units (CRU's). Both options require CRU's throughout the teacher's career. The units may be awarded through a combination of contact, semester, or quarter hours and through a variety of non-credit organized educational experiences under the sponsorship of state approved organizations as specified in the rule. The rule allows for adjustment through the hearing process.

New challenges lie ahead for educational leadership at several levels in the implementation of the recertification program. The state's role is to assure quality without unnecessary restraint.

The Commission has reviewed the process and feels it is a timely one, allowing for professional development programs that are differentiated according to the needs of the teacher and changes in societal needs. No further recommendations are offered since there is now an Advisory Committee for Teacher Training and Licensing to the State Board of Education to make recommendations for adjustment.

Notes

(1) Report of Curriculum In-Service Education Study Committee, September 13, 1983.

GROWTH IN ADMINISTRATIVE PERSONNEL

Issue 9. A review of growth in non-classroom administrative personnel in the public schools.

Since the intent of this issue was to review, a decision was made to analyze relevant statistics and to conduct interviews to obtain the necessary information. No testimony was received on this topic, other than reports by staff members. Following is a summary of the information considered in the review. The information pertains to those school employees who have teaching certificates, with other assignments in addition to or in place of classroom teaching. All of the data are based on full-time equivalencies.

Table 1 shows the number of Administrative, Supervision, Guidance, and Auxiliary (ASGA) personnel. Selected years included are 1972-73, 1979-80, and 1983-84, and the data are aggregated in broad categories.

Table 1. Number of ASGA Personnel in Indiana School Corporations, 1972-73 to 1983-84

	1972-1973	1979-1980	1983-1984
Principals & Other Building Administrators	2,634.1	2,799.3	2,663.2
Technical Personel Working with Pupils	2,934.7	3,360.2	3,097.3
Pupil Personnel and Staff Personnel	231.2	293.6	250.2
Instructional & Curriculum Personnel	802.3	1,064.7	937.8
Special Services Personnel	140.9	125.5	177.0
Assistant Superintendent for Business, Buildings & Grounds	185.7	225.2	264.0
Superintendent	288.9	287.5	287.4
Totals	7,226.8	8,156	7,676.9

	Change from 1972-73 to 1983-84	
	No.	%
Principals & Other Building Administrators	20.1	+ .8
Technical Personnel Working with Pupils	162.6	+ 5.5
Pupil Personnel and Staff Personnel	19.0	+ 8.2
Instructional & Curriculum Personnel	135.5	+16.9
Special Services Personnel	36.1	+25.6
Assistant Superintendent for Business, Building & Grounds	78.3	+42.2
Superintendents	-1.5	- .5
Totals	450.1	+ 6.2

It can be seen that the totals for all categories except Special Service Personnel and Superintendents increased from 1972-73 to 1979-80, and that the totals for each declined from 1979-80 to 1983-84, except for Special Services Personnel and Assistant Superintendents.

Within categories, the following numerical changes between 1972-73 and 1983-84 are of interest:

A. Principals and Building Administrators	
1. Elementary Principals	- 103
2. Junior High Principals and Assistants	+ 71
3. High School Assistant Principals	+ 105
Total of Category	+ 20
B. Technical Personnel Working with Pupils	
1. Librarians	+ 30
2. Counselors	+ 37
3. Nurses	- 34
4. Social Workers	- 33
5. Psychologists	+ 21
6. Psychometrists	+ 120
7. Therapists	+ 28
Total of Category	+ 163
C. Pupil Personnel & Staff Personnel	
1. Other Certified Employee-Pupil Personnel	+ 47
Total of Category	+ 19
D. Instruction and Curriculum Personnel	
1. Director/Supervisor Elementary Education	- 22
2. Director/Supervisor Special Education	- 71
3. Director/Supervisor Gifted & Talented	+ 13
4. Director/Supervisor Adult Education	+ 23
5. Supervisor/Consultant Audio-Visual	+ 21
6. Supervisor/Consultant Art	+ 20
7. Supervisor/Consultant Phys. Ed.	+ 82
8. Supervisor/Consultant Vocational	- 31
9. Other Supervisor/Consultant	+ 26
Total of Category	+ 163
E. Special Services Personnel	
1. Director of Transportation	+ 15
Total of Category	+ 36
F. Assistant Superintendent/Business, Buildings & Grounds	
1. Assistant Superintendent/Business	+ 16
2. Other Certified Employee/Staff Personnel	+ 17
Total of Category	+ 78

The number of elementary schools declined and the drop in positions reflects this for principals. During the 1970's, many middle/junior high schools were established which increased the number of principal positions. The bulge in school enrollments shifted to the high schools, and many more high school assistant principalships were created. It is also likely that the time requirements for student due process and expansion of girls' athletics contributed to the increase in administrators.

The most striking change is in the category Technical Personnel Working with Pupils. The increased number of psychologists, psychometrists and therapists relate primarily to the expansion of special education programs.

The influence of special education programs is also noticeable in the Curriculum and Instructional Personnel category, where supervisors for that program accounted for more than half of the increase for the entire category. Another trend influencing positions in this category was the retrenchment movement which caused districts to change from building-based instructors to itinerant consultants for art, music, and physical education.

The category of Assistant Superintendents, the position of Other Certified Employee/Staff Personnel, had the largest increase. However, in the previous years, it was included in the Pupil Personnel/Staff Personnel category, and had really remained constant since 1972-73.

To obtain a more accurate picture of the growth of ASGA positions, nine school superintendents were selected on the basis of school enrollment and asked to provide details on changes for their corporations from 1972-73 through 1982-83. These nine were Springs Valley, Frankfort, Crawfordsville, Muncie, Union North, Kokomo-Center, Speedway, Vincennes, and Fort Wayne.

The data for the nine schools are shown in Table 2. Conclusions drawn from the analysis of the data and interviews with the central office administrators follow.

Table 2. Changes in Administative Personnel for Nine Selected School Corporations

Major Changes	1972-73	1982-83	% Change 1972-73 to 1982-83
Building administrators	75.5	65	- 14
Director of guidance	4	2.5	- 38
Guidance (K-6)	3	5	+ 67
Guidance (7-12)	28.25	26.25	- 7
Nurse	9.6	16.6	+ 73
Psychometrist	4	12.5	+213
Director of Special/Vocational Ed.	2	6	+200
Social Workers	2	0	-100
Dir./Supvr. Art, Music, Gifted/ Talented	6	7	+ 17
Librarian	7	11	+ 57
Spec. Services	0	2.5	+250
Business Manager	0	1	+100
Director of Personnel	0	1	+100

Discussions with all the superintendents in the sample, revealed several common themes. The major common thread appeared to be special education. Increased commitment by federal, state, and local agencies created the need for school corporations to hire additional personnel, in both teaching and non-teaching certified areas.

During the identified time period, vocational education also created demands for increases in personnel. Most of the superintendents also spoke of the increased demands the community has placed on the schools for improvements in programs. Therefore, many programs such as art, music, and girls' athletics have been enhanced with community support.

Enrollments may decline but schools with decreased enrollments still need administrators. In this respect, large school systems have an advantage over small corporations. As enrollments go down, large corporations can close a school and redistribute the remaining students to the other school buildings. Having done this, an administrative position can be eliminated. In a small corporation with only one elementary school, the same procedure would be impossible.

Governmental regulations were viewed by the superintendents as placing increased duties and time demands on administrative personnel. They stated that red tape had been steadily increasing while enrollments decreased. As the student population decreased, the work load for administrators increased, preventing the reduction of personnel and in some cases creating the need for additional personnel.

Two other positions which appear often are librarians and guidance counselors. Many of the librarians were added to give assistance to students with using computers. Increased technology has created this need in the public schools. Guidance counselors have decreased primarily because of declines in enrollments. Some of their duties have been assumed by assistant principals and deans in some of the schools.

Lastly, the number of teachers declined at a lesser rate than enrollment would seem to indicate due to a decrease in class size. The pupil/teacher ratios at the beginning of the sample period were quite large. The decline in students allowed school boards to bring pupil/teacher ratios to more acceptable levels.

The task of the Commission was to review the increase in these positions. There appear to be several valid reasons, most of them relating to changes in society and the resulting demands placed on schools. A letter on this topic from Dr. John Young, Associate Superintendent of Ft. Wayne, provides further insight into this matter (Appendix E).

Recommendation

The Commission recommends that school management teams continuously evaluate areas where merging of services and personnel might reduce the number of professional non-teaching positions and make budgeted funds more cost-effective.

PUBLIC INPUT PROCESSES

Issue 10. A review of local school examples which develop an effective public input process at the local level on educational policy.

Issue 14. Consideration of the desirability and need for permissive legislation for the establishment of local education advisory councils.

Since Issues 10 and 14 are so closely related, the two are addressed jointly. During the past year, the Commission has discovered that in most school systems procedures have been developed and organizational arrangements made to facilitate meaningful public input into local level decision-making. In some school systems quite sophisticated plans have been implemented while in some others little has been realized.

It must be generalized that positive public participation opportunities are very uneven in practice among Indiana school corporations. At the same time, it is generally agreed that continuing efforts should be expended to help parents and the public become more knowledgeable and understanding relative to the operation, function, needs, limitations and goals of the school enterprise. While the legal responsibility for decision-making rests with school boards, there are many ways in which groups of individual community representatives can work with school personnel to study problems, assess developing conditions, react to alternative ideas, as well as participate in goal determination and, when called upon to do so, share suggestions for consideration, reactions or findings with the appropriate school administrators. These joint efforts can be effective in gaining public understanding of problems and building support for school programs.

The exact procedures utilized within the various school communities might vary considerably, and even though some citizen participation efforts may be more effective than others, the Commission urges school officials in all corporations to give continuing emphasis to maintaining effective arrangements for meaningful public input into the educational policy-making process.

From information provided it has become clear that in many school corporations, local education advisory councils have been established and utilized to advantage. Such groups have assisted school officials on a wide variety of matters including school closings, educational goal setting, new facility needs and vocational curriculum programs. In some instances, citizen advisory committees have been established on a relatively permanent basis to serve as a sounding board and advisory group to provide input relative to current and future policy determinations. Since advisory groups of all kinds can be, and have been, widely utilized throughout the state, there is no need for additional voluntary or permissive legislation.

Recommendation

It is recommended that school officials of the various school corporations continue in their efforts to facilitate and secure effective public input into the educational policy-making process.

SCHOOL FINANCE AND QUALITY EDUCATION

Issue 11. A study of the relationships between the amount of money available and the ability to provide quality education with consideration of means to increase the cost-effectiveness of educational programs.

Section 8. The Commission shall review and evaluate Indiana's current system of local school funding in relationship to those issues identified by the Commission as improving the quality of education in Indiana's elementary and secondary public school system.

These two sections of the statute creating this Commission deal specifically with school finance. Most of the other issues also have financial implications, but the Commission decided to focus its general treatment of public school finance in this section.

From the outset, the Commission was troubled with the term "cost-effectiveness" since there are no available uniform measures of output of the schools which would permit valid judgments to be made on cost-effectiveness. Such measures are needed, and perhaps will become available as a result of the legislation which established a uniform testing program for selected grades for all Indiana schools.

The Commission received much testimony and data which dealt directly, or by implication, with public school finance. The focus of most of this was on the general level of teacher salaries, the low level of beginning teacher salaries, local and state capacity and effort to finance schools, where and how increased funding might result in better educational outcomes, and unfunded or under-funded programs and services which had been mandated by courts, federal and state legislation, or by promulgated rules and regulations. The lack of ability of local school corporations to obtain increased local funding beyond that specified by the state's distribution formula was also frequently mentioned, along with the disparity among school corporations in available dollars per pupil and in tax rates.

The Commission devoted a considerable amount of time and effort to developing general objectives which should be considered by state policy makers when they structure school finance legislation. Potential targets for increased state funding were also discussed at some length, and priority rankings were developed for them as well as for the more general objectives.

This section of the report provides some analysis of information which relates specifically to Indiana, gives some selected comparisons of Indiana data to national averages, and describes the process which resulted in the priority rankings of the objectives and targets. It concludes with implications derived from the information and the Commissioners' perceptions, and with both general and specific school finance recommendations.

The Situation

Indiana's school finance system was totally restructured in 1973 at which time the Strayer-Haig type foundation program was abandoned. It was replaced by a system of uniform fixed dollar increases per pupil over prior year grants from the state and was accompanied by rather strict limitations on local school general fund tax levies. Disparities among school corporations in terms of dollars available per pupil and in school tax rates were left in place at that time.

The state distribution formula has been modified somewhat in subsequent sessions of the General Assembly. It has recently been changed to incorporate percentage increases over prior year available dollars and to frozen tax rates, rather than levies, for the schools' General Funds. During the past decade, the mix of state/local sharing of General Fund costs has been reversed, from approximately 1/3 state - 2/3 local to 2/3 state. Appendix F-1, from a recent study conducted by Lehnen and Johnson, shows, in outline form, the evolution of the current formula since its inception in 1973.

Since 1973, the number of public school pupils has fallen considerably, state support has increased sharply, and local dollars have increased at a relatively low rate. Appendix F-2 is a table, developed by the House Ways and Means staff, which shows enrollments, state aid and local dollars, and uses the GNP deflator to convert the data to a constant dollar measure. Highlights of the data in that table include:

1. Enrollment in public schools in 1973-74 was 1,168,490 and is projected to decline to 927,100 in 1984-85--a decrease of 20.6 percent.

2. State support in 1973-74 was $460.1 million and is projected to be $1,597.3 million in 1984-85--an increase of 247 percent.

3. Local support was $467.9 milion in 1973-74 and is projected to be $791.0 million in 1984-85--an increase of 69 percent.

4. Total support per pupil was $794.24 in 1973-74 and is projected to be $2,576.14 in 1984-85--an increase of 224 percent.

5. In constant dollars, using the GNP price deflator for the calculations, the changes from 1973-74 are:
   (a) State Support Dollars -- +68.3%
   (b) Local Support Dollars -- -18.0%
   (c) Total Support Dollars -- +24.8%
   (d) Total Support Per Pupil in ADM -- +57.2%

Analysis of these data would seem to indicate that Indiana has not neglected to arrange for funding of schools, particularly if the constant dollar calculations are valid. These data are for the state as a whole, however, and do not portray any differences among school corporations nor do they deal with whether the funding level was adequate in either 1973-74 or in 1984-85.

The Commission heard testimony from local school officials which addressed the adequacy and equity problems from different perspectives. One of the presentations compared two suburban school corporations of similar size in the same geographical area and reached the conclusion that the "richer" district in 1973-74 had increased its advantages in access to dollars and tax rates over the "poorer" district. Another of the presentations demonstrated that districts with enrollment declines had received much better treatment, in terms of access to dollars, than districts with stable or growing enrollment. The third presentation dealt with specific problems, not addressed by the distribution formula, for urban school corporations.

Lehnen and Johnson, in their 1984 study, showed that the spread between the highest and lowest spending district (per pupil) was about 3 to 1 in 1983, and that the spread had been 2.5 to 1 in 1977. Urban school districts tended to spend more per pupil, and the 1983 range for them was from $1,466 to $3,745 per pupil.

Urban districts also tended to have higher tax rates than other districts. The mean tax rate for the General Fund for all corporations was $4.24 in 1974 and had dropped to $2.57 in 1984. The range of tax rates was from $1.25 to $5.25 in 1984. Reassessment of all real property occurred between 1974 and 1984, and this, along with the frozen tax levies, caused the decline in rates.

Professor Emeritus J. B. Kohlmeyer provided graphs which shed further light on the disparity or equalization problem. For calendar year 1984, 10 percent of the districts had local General Fund budgets per pupil in Adjusted Average Daily Membership (weighted for special and vocational education pupils) of $1,600 or less, 55 percent had budgets of $1,700 to $1,900, while another 13 percent planned spending of $2,100 per pupil or more, with three corporations over $3,000.

The data also showed the raw variances in certified staff salaries, but did not adjust salaries directly for differences in training and experience levels. Two-thirds of the corportions had average salary levels in the $18,000 to $21,000 category, with a range from $14,000 to $27,000. The ratio of number of pupils in Adjusted Average Daily Membership per certified staff member also varied greatly--from 14 or less for 12 corporations to 23-32 for 14 districts.

The general conclusion that one can draw from testimony and data presented to the Commission is that the existing school finance system has few advocates and many detractors, most of whom criticize it on grounds of disparities and its rigidities.

Selected Indiana Comparisons with National Averages

Throughout the work of the Commission, much testimony has pointed to Indiana's ranking among all states. There are hazards in using such comparative data, since states use different accounting methods and also do not uniformly treat certain spending components. For example, payments for the employees' share of social security and retirement charges may be local budget items in some states, but are made directly by the state in Indiana.

Further, expenditures for textbooks, athletics, and other programs are included in local budgets in some states but are not in Indiana. Precise comparative data therefore are impossible to find. The reader should keep the above factors in mind as the following comparative financial data are analyzed.

The information which follows is taken from the National Education Association's publications entitled Rankings of the States for 1974 and 1984.

EDUCATIONAL NEED INDICATORS

Table 3. Gross Indicators of Need for Public Education

	1974 Report			1984 Report		
	Indiana		U.S. Ave.	Indiana		U.S. Ave.
	Value	Rank		Value	Rank	
1. School Age Pop. as % of Total Pop.	25.3	15	24.5	20.1	16	+19.1
2. School Age Pop., Estimate	1,343,000	11	--	1,102,000	12	--
3. Public School Enrollment	1,207,000	11	--	984,090	12	--
4. Enrollment as % of School Age Population	89.9	20	88.5	90.7	20	88.7
5. Public School Enrollment as % of Total School Enrollment	92.0	28	90.0	91.3	25	89.2
6. Ave. Daily Attendance as % of Ave. Daily Membership	94.7	16	93.5	94.0	31	94.5
7. Total Instructional Staff in Local Public Schools	61,243	11	--	63,306	14	--

The number of pupils to be educated is the major determinant of educational need. For the first three items in Table 3, Indiana ranked among the upper 16 states in both reports. Items 4 and 5 relate to whether pupils are educated in public or non-public schools, and Indiana's relative standing did not change appreciably in either case. Average daily attendance as a percentage of average daily membership was greater than the U.S. average in the 1974 report, but was slightly less than the average in 1984. For the last of the measures, number of instructional staff members, which includes all teachers and most of what Indiana refers to as ASGA personnel, Indiana moved from 11th to 14th among all states. Since Indiana ranked 11th in both school enrollment and number of instructional staff members in 1974, but was 12th in enrollment and 14th in staff number in 1984, it can be concluded that Indiana school personnel grew at a slower rate than the U.S. average even though the ratio of pupils enrolled to staff members declined from 19.7 to 15.5 during the time period.

ABILITY INDICATORS

Table 4. Gross Indicators of Ability to Support Public Education

	1974 Report			1984 Report		
	Indiana		U.S.	Indiana		U.S.
	Value	Rank	Ave.	Value	Rank	Ave.
1. Per Capita Personal Income	$4,366	20	$4,492	$10,021	35	$11,107
2. Personal Income Per Pupil in ADA	$20,989	23	22,155	$59,403	35	$69,559
3. Household Effective Buying Income	$8,702	17	$8,605	$23,152	35	$25,507

Per capita income is usually regarded as the best available measure to compare the ability of states to finance governmental services. The capacity of Indiana, by all three measures shown in Table 4, has diminished in the past few years. In 1974 Indiana ranked in the upper half of states but was well below by 1984.

Indiana's per capita income was 97.2 percent of the U.S. average in the 1974 report and had fallen to 90.2 percent in the 1984 report. Personal income per pupil was 94.7 percent of the U.S. average in the 1974 report and declined to 85.4 percent. Indiana's effective buying income per household, which is a proxy for after-tax income, was 101.1 percent of the U.S. average in 1974 and dropped to 90.8 percent.

The major conclusion to be drawn from these data is that Indiana's capacity to finance government has declined substantially in recent years and is considerably below the U.S. average.

Several implications can be drawn from the 11 indicators in Table 5. The first one, pupils enrolled per teacher, shows that Indiana ranked 11th in terms of average class size in 1974 and 12th in 1983. The Indiana ratio was about 6.9 percent higher than the U.S. average in 1974 and about 7.6 percent higher in 1984.

For teacher salaries, Indiana's ranking remained constant between 1974 and 1984 but the 1974 salary level was 93.7 percent of the U.S. average in 1974 and 98.0 percent in 1984. It is quite apparent that if there is a problem with low teacher salaries, it is not and has not been isolated to Indiana alone.

Instructional salaries per instructional staff member, which includes most of what Indiana calls ASGA personnel, as well as classroom teachers, ranked slightly lower than teacher salaries, but almost in the middle for the U.S. As with salaries of teachers, there was a slight increase in the relationship to the U.S. average--a movement from 93.8 percent of the average in 1974 to 96.6 percent in 1984.

Item 4 can be interpreted that the slippage in the relative status of Indiana salaries occurred in the decade preceding 1974. (This is verified by data in the 1963 Rankings of the States which showed Indiana ranking 13th among the states in average salaries of instructional staff members, with the amount then $6,150 compared to the U.S. average of $5,735). During the decade preceding the 1984 report, Indiana salary gain was slightly greater than the U.S. average, yet Indiana's ranking for the percentage increase was 29th among the states. This finding is explained by 10 states with average salary increases for the decade ranging from 124 percent to 153 percent, which greatly affected the average.

Revenue for public schools as a percent of personal income is a measure which combines effort and capacity. Indiana's ranking and percentage was slightly below the national average in 1974 but was somewhat greater than average a decade later. Item 6 is related, and shows spending for all public education, which includes higher education. Indiana's position, both in terms of percent and ranking, dropped during the decade. A conclusion that can be drawn (from items 5 and 6 considered jointly) is that higher education fared less well than elementary and secondary education, in terms of percentage of income allocated, in 1984 than was the case in 1974.

Items 7, 8, and 9 should be viewed together. Indiana's rank for per capita expenditures for all government dropped from 40th to 48th, and was 81.5 percent of the U.S. average in 1974 compared to 76.0 percent in 1984. Item 8 shows that Indiana's relative standing in allocation for all education (including higher education) was reduced substantially. However, item 9 shows that Indiana values education highly compared to other government activities, since it historically allocated a very high percentage of all governmental spending to public schools and universities.

Item 10 shows current expenditures per pupil. Historically, Indiana has been in the bottom half of the states on this measure. In 1963 Indiana ranked 26th, even though ranking 13th on average salary of instructional staff members, which is the major item included in current expenditures.

EFFORT INDICATORS

Table 5. Gross Indicators of Effort for Public Education

	1974 Report			1984 Report		
	Indiana		U.S.	Indiana		U.S.
	Value	Rank	Ave.	Value	Rank	Ave.
1. Pupils Enrolled Per Teacher	23.3	11	21.8	19.9	12	18.5
2. Estimated Ave. Salaries of All Public School Teachers	$10,000	22	$10,673	$21,587	22	$22,029
3. Estimated Ave. Salaries of Public School Instructional Staff	$10,500	24	$11,199	$22,459	23	$23,244
4. % Increase in Instructional Staff Salaries for Past Decade	55.1	50	79.5	107.7	29	106.5
5. Revenue for Public Schools as % of Personal Income	5.1	28	5.2	4.55	14	4.10
6. Per Capita Expenditures for All Education as % of Personal Income	7.4	19	6.9	6.43	25	6.01
7. Per Capita Total State and Local Governments Expenditure	$653	40	$801	$1,455	48	$1,914
8. Per Capita Total Expenditures for All Education	$323	21	312	$642	31	682
9. Expenditures for Education as % of All Expenditures	49.5	2	38.9	44.1	2	35.7
10. Current Expenditures per Pupil in ADA	$890	38	$1,121	$2,730	38	$3,173
11. % Increase in Current Expenditures per Pupil in ADA, Past Decade	93.1	48	143.7	182.8	24	177.6

Since the ranking for instructional staff salaries is much higher, 24th in 1974 and 23rd in 1984, compared to 38th for current expenditures in the same two years, it can be concluded that Indiana allocates much more of its public school resources to instructional salaries than do other states, or that other states include items in current expenditures that are accounted for elsewhere in Indiana.

With respect to the increase in current expenditures for the prior decade, (Item 11), Indiana increased much more in the decade ending in 1984 than in the decade prior to 1974, and in fact exceeded the U.S. average.

General conclusions that can be drawn from the foregoing data and analysis include:

1. Indiana's public education needs are not markedly different than U.S. averages. The percentage of pupils enrolled in public schools, their attendance rates, and the percentage of school-age pupils are similar to U.S. averages. The percentage of the total population which is school-age is slightly higher than the U.S. average. The ratio of pupils to teachers is higher in Indiana than the U.S. average.

2. Indiana's capacity to support public education is much lower than the U.S. average and its relative position deteriorated from 1974 to 1983.

3. Indiana's effort to support education has not changed markedly in the past decade, as measured by pupil-teacher ratios, average salaries, increases in salaries compared to the U.S. average, current expenditures per pupil, and percent of all spending for education. Compared to the U.S. average, Indiana has improved in the percentage of personal income allocated to public elementary and secondary schools and in the 1974-1984 increase in current expenditures. The most significant decline, relative to the U.S. average, has been in spending for higher education, not in spending for public schools.

Consensus Objectives

The process used to reach consensus on possible objectives for a school finance program started with a list derived primarily from federal and state school finance studies and from textbooks. Discussions were held to more clearly focus the objectives, and opportunities to add to the list were given the Commission members. The completed list (see Appendix F-3) was then mailed to each Commissioner, with instructions to select the six deemed most important. When this was done, seven objectives clearly received consensus. These seven were then mailed to the Commissioners who assigned priority rankings for each.

The highest priority was given to the objective which stated: "All pupils, regardless of geographic location, should be able to receive funds to provide an adequate education." This objective relates to adequacy of an educational program, admittedly difficult to define, and to equal access to programs. To fully attain this objective, it would be necessary to define the elements of an adequate educational program, determine the cost of delivery of the program, and arrange the formula so that local ability factors were neutralized insofar as access to required dollars is concerned.

The objective ranked second stated: "The distribution formula should be specifically predictable on a year-to-year basis, and generally predictable for longer periods of time to allow for appropriate planning."

The custom in Indiana has been for the distribution formula for the ensuing year to be changed annually, even though the formula usually extends beyond the next calendar year. A case could be made that this objective is being attained, particularly since the year-to-year adjustments ordinarily provide for more money than the in-place formula permits. However, state distributions frequently have not been made when originally scheduled, and some local revenues, particularly license excise taxes, may fluctuate from year-to-year. Some corporations also have recurring problems with collection of property taxes. These problems, which add to the uncertainty of the system, could be corrected.

The objective ranked third stated: "Financial support for the total educational program should be a function of the wealth of the state rather than that of a local school district." This objective also relates to equalization and, in fact, originated from one of the many court decisions which found that a state's school finance system was unconstitutional. The term usually applied to this concept is "fiscal neutrality", which means that local district financial capacity to raise funds for schools must not be the determinant of dollars available. The phrase "total educational program" is ordinarily interpreted to mean that the equalization concept should also be applied to provision of funds for facilities, transportation, and other essential expenditures.

Indiana has much work to do to attain equalization. The major choices are (1) to totally abandon the existing system and replace it with a fully equalizing program, or (2) to structure the program so that a greater degree of equalization can be achieved each year with a long-term goal of full equalization. The first alternative would probably require infusion of large amounts of state money, and would change local school tax effort drastically. The second alternative would require fewer state dollars in early years and would change local tax efforts gradually over a period of time.

The objective ranked fourth stated: "Major factors which vary among districts but impact upon local school costs, such as teacher training and experience levels, utility costs, pupil growth or decline, and racial segregation situations, should be recognized in the state program."

This objective also deals with equalization and the adequacy of the program. Its intent is to recognize that pupils and systems have varying needs and that "equal dollars do not equate to equal scholars." Indiana's program does address this objective, particularly with the weighting factors used for vocational and special education. Teacher training and experience factors are calculated, but at present apply to only a small segment of the distribution formula. The phrase "such as" indicates that there may be other relevant factors which could be included, and there are at least 25 which are used by the 50 states.

Attainment of this objective would require careful evaluation of those factors which cause costs to vary among districts and to incorporate them into the distribution mechanism. Once determined, the validity of any assigned weights should be checked periodically and revised when appropriate.

Two objectives ranked fifth. The first one stated: "New or additional programs and services resulting from federal or state legislation; court decisions, or rules and regulations, should be accompanied by mechanisms to raise the necessary funds to implement."

This objective relates to mandates which are unfunded or underfunded. When this occurs, funds must be shifted from existing programs or services to handle any additional costs. Perhaps the major problem in Indiana with attainment of this objective is that there is often a lack of awareness, on the part of those imposing the mandate, that there are financial consequences.

The second fifth objective stated: "The state plan should not keep local districts from raising additional local funds for programs and services which are deemed desirable by constituents of the district."

This objective relates to local autonomy or local control and is generally referred to by the term "local leeway." Indiana's program at present almost precludes any local determination of tax effort. The major problem any state faces in trying to attain this objective is that unequalized leeway will permit property rich districts to raise additional funds with low tax effort compared to property poor districts. The consequence may be that equalization structured into the state distribution formula may be negated somewhat by local district actions. It is possible, however, to structure the program so that local wealth is neutralized when local leeway is exercised.

The last of the seven objectives is: "The adequate program to be guaranteed by the state should include all necessary and required programs and services such as special education, vocational education, compensatory education, bi-lingual education, guidance and counseling and media services."

This objective, which relates to comprehensiveness of program, is largely attained in Indiana. Explicit formulas for compensatory education were at one time a feature of Indiana's program, but have been dropped. Bi-lingual education, and the extra costs associated with it, is recognized by a statute which has never been funded. Guidance and media services, while not recognized explicitly, are provided throughout the school systems of the state, and the number of persons in those roles has increased in the past few years. Attainment of this objective would not be difficult nor extremely costly.

Consensus Targets for Increased Funding

The process used to determine objectives was used to reach consensus for targeted funds. The beginning list, which was developed primarily from notions expressed in testimony to the Commission and by members of the

Commission, is in Appendix F-4. Discussion of the seven with the highest ranking follows.

The target ranked first was: "To provide increases over present funding levels with local discretion on the use of funds." This target perhaps presumes that local school officials may know, better than state policy-makers, what usage should be made of increased funding.

The target ranked second was: "To increase entry-level salaries of teachers." Attracting capable young people to the teaching profession has been mentioned frequently throughout the tenure of the Commission. One presenter provided an approach which would substantially increase beginning salaries and reduce the number of years for a teacher to reach the top of the schedule. This target appears to be difficult to attain due to the probable conflict with negotiated compensation schedules in the various school corporatoins, and might require that the state directly assume the responsibility for teacher salary costs for all districts.

The target ranked third was: "To reduce class size." While pupil-teacher ratios in general have declined in Indiana (and the nation) over the past two decades, there is a perception that class sizes frequently are too large and that better educational results might occur if further reductions could be made. The recent "Prime-time" legislation, for kindergarten through grade three, is an example of the action which can be taken. Using instructional units with defined numbers of pupils as the basis for funding is another possible way to target funds for this purpose.

The target ranked fourth was: "To provide incentives related to performance of teachers/administrators." Improvement of public education has been the primary mission of this Commission. Targeting funds for exemplary performance specifically for that end appears to be favored by the public in general and by many policy-makers, but is usually resisted by the organized teaching profession. Some who advocate the concept, however, do not believe it can be properly administered and believe it to be counter-productive with respect to school staff morale.

What appears to be emerging from the nationwide reform movement for education is the concept of differentiating the staff in terms of assigned responsibilities and compensation. The "career-ladder" approach appears to be workable and consistent with this target. See Appendix F-5 for examples of differentiated staff plans.

The target ranked fifth is closely related to the preceding one. It states: "To reward schools/staff which demonstrate superior performance." Since a program selecting individual teachers to reward for high performance levels appears to be difficult to administer, providing incentives for the staff of an entire school to raise performance levels is an alternative which is favored by many. It is believed that such a program could foster a cooperative spirit for certified as well as non-certified employees of a particular building. Several states have adopted such programs recently, using differing measures of improvement. The programs might be administered by the State Department of Education, with the performance of the school measured against its own past accomplishments, to permit schools serving all socio-economic levels to participate.

The sixth-ranked target is: "To increase the level of certified staff salaries 'across the board.'" While not ranked as highly by the Commission as entry-level salaries, this target has been discussed frequently throughout the life of the Commission. No specific amount has been agreed upon, but since it is known that certified personnel for all Indiana schools total approximately 58,000, it is easy to calculate the fiscal impact. For example, "across the board" increases of $5,000 require additional funds of $290 million.

The final target from the priority list is: "To assist local school corporations to cope with utility cost increases." Costs for utilities have been taking an increasing percentage share of General Fund expenditures, and after all efficiency measures have been implemented, become uncontrollable budget items. Legislation to move these costs outside the General Fund has been considered in previous sessions of the General Assembly, but no continuing program has been enacted.

Desirable Components of the Funding System

Attaining all of the school finance objectives and providing for funding targets viewed as important by the Commission would necessitate many changes in the way Indiana funds public schools and undoubtedly would require a substantial increase in funds. A variety of mechanisms for sharing costs between the state and local districts could be devised, and to be consistent with the objectives and targets should contain these elements:

1. All public school pupils in the state should have access to the financial resources which will provide a complete, quality educatioal program. Since teacher salaries are the largest component of school budgets, it is inherent that salary levels should be improved.

2. Weights should be developed, and included in the formula, to account for identified differences in educational needs of pupils among the 304 school corporations. Weights also should be included to make the funding system responsive to other factors which will vary the costs of delivery of a comprehensive, quality educational program throughout the public schools of Indiana.

3. The formula should be structured so that differences in local capacity to raise funds are negated, with the result that local tax rates will be similar for all those school corporations with similar programs.

4. Local school corporations should be permitted to raise additional funds to implement local choices. Care should be taken that such local leeway is not allowed to greatly distort other equalization aspects of the formula.

5. The formula should be sufficiently flexible so that it is responsive to social, economic, and demographic changes, but should allow for general long-range planning.

6. Parts of the financial program should consist of categorical grants for incentives for improvement, whether for individual staff members or for schools as entities. Other categorical grants may be necessary to fund any mandates which arise.

Recommendations

It is recommended that a planned approach to refine the existing formula be implemented, over a period of five years, which would result in a funding system with the desired elements. This approach might start with special treatment for a relatively small number of school corporations with either low spending levels or high tax rates, and the number could be expanded each year.

It is recommended that the General Assembly immediately find ways to increase funding for the bottom three to six school corporations having the least capacity to raise funds.

It is recommended that the General Assembly consider career plans and reward systems for professional personnel, based upon experiences of other states, and determine which features of those plans best meet the needs and goals of quality education in Indiana.

It is recommended that local school boards be given the opportunity to raise additional local funds from property or income taxes.

It is recommended that a school improvement fund be established to provide incentives for implementing and for rewarding those individual school programs which can demonstrate improved performance.

It is recommended that an incentive fund (which might be supplemented locally by private funds) be established which will be administered by the IDE to recognize and provide monetary support for teacher's classroom activities that are identified as being exemplary in educational value and in need of small amounts of money for implementation.

COOPERATION WITH NON-PUBLIC EDUCATIONAL PROGRAMS

Issue 12. A consideration of the availability of non-public not-for-profit and for-profit educational programs and the potential for cooperative programs with them in order to enhance quality and/or reduce cost of public education.

The Statistical Information Report for 1982-83 from the Indiana Department of Education reports 999,542 students in public schools K-12. In addition, there are approximately 85,000 children in the state enrolled in non-public schools in grades 1-12 with the majority attending K-8. Of these 85,000, almost 54,000 are enrolled in accredited schools. (Appendix G)

Non-public schools seeking accreditation from IDE must file pertinent information with the State. If a school chooses not to seek accreditation it does not need to report to IDE regardless of the quality of its educational programs. Approximately 31,000 or one-third of the students attend non-public schools that have chosen not to seek state accreditation (this does not include the children receiving home instruction). Although 31,000 is a small percentage of all students, the state should have some mechanism which would enable it to accept responsibility for assuring that these 31,000, as well as all other children, are provided a quality education.

The number of children attending accredited non-public institutions has increased 119% from 1971 to 1982. (Appendix H) The presence of these schools does tend to reduce the cost for operating public schools at the pre-high school level. However, where program and certification standards do not meet state minimums, the potential cost to the public school system for remediation could be substantial. When schools do not seek accreditation, state officials have no way of knowing the quality of the education being provided and, therefore, whether or not future remediation may be needed.

According to a memorandum from the Office of the Attorney General, private schools are free to meet standards designed for public schools. Indiana Code 20-1-1-7 was interpreted by that office as stating that the State has "no authority to create a separate and distinct classification system applicable only to private schools" ... "The power to create a specific private school classification would be counter to the consistent actions of the General Assembly in circumscribing state regulatory authority." (1)

The public school sector in its efforts to obtain quality programming is faced with financial constraints. In its discussion of this goal, the Commission generated a list of possible ways services from non-public for-profit and not-for-profit programs might be used to reduce cost and enhance quality. It was emphasized that school units using the services of non-public entities to supplement or replace public school services should contract with these entities.

The following list of possibilities is illustrative only and should not be considered as comprehensive.

Non-Public - Not-for-Profit:

- Use of community agencies to provide specialized services for special needs students (including mental health services),
- Use of educational programs, provided by libraries, museums, departments of parks and recreation, nature centers, extension services, Red Cross,
- Encourage sponsorship of youth organizations by business, i.e., Junior Achievement,
- Promote the climate for development of in-school youth organizations to provide supplemental leadership experiences, such as vocational youth organizations,
- Disseminate information on youth organizations offering informal instruction and opportunities for leadership, i.e., 4-H, YMCA, YWCA, Boy Scouts, Girl Scouts, etc.
- Use of community agencies to provide internship experience for students and teachers,
- Use services available through state agencies - Educational Information Network (EIN).

For-Profit:

- Use of consulting services such as the Hudson Institute,
- Use of proprietary schools for elective curriculum offerings--cosmetology, driver education,
- Establish linkages with adjoining units and colleges for use of technology for remediation and enrichment, i.e.,
    - satellite and cable transmission--when available
    - interactive video systems--when available
    - identification and use of exemplary resources
    - sharing of high quality interactive educational software
    - distribution of non-book learning materials

Cooperative Programs:

- Establish linkages with adjoining units for services for pupil transportation,
- Establish linkages with adjoining units for administration by use of shared data bases (software, management by micro-computer),
- Establish linkages with adjoining units for purchasing and food service operations,

- Establish linkages with adjoining units for research, development, and programs,

- Establish linkages with adjoining units for planning activities (using labor market data for curriculum, trends in adult education).

- Establish linkages with adjoining services for staff development activities.

Several excellent examples of inter-school corporation collaborative efforts to enhance quality and deliver programs and services exist in Indiana. Among these are the vocational and special education cooperatives, school study councils, and the regional service units, such as those located at Jeffersonville and Huntingburg.

Recommendation

It is recommended that local school officials explore every possibility for contracting services from non-public, not-for-profit and for-profit entities which would enhance cost effectiveness and improve quality.

It is further recommended that mechanisms be developed to foster the expansion of educational cooperatives and that the General Assembly provide the means for them to be financed.

Notes

(1) Letter of 3-5-84 to Superintendent of Public Instruction from Office of Deputy Attorney General.

PROGRAMS FOR GIFTED AND TALENTED STUDENTS

Issue 13. A study of the experience in North Carolina with a residential school for students with particular aptitude in science and mathematics and the possible creation of a similar program in Indiana.

The charge to the Commission was to study the residential school in North Carolina and determine if a similar program should be created in Indiana. Representatives from the Governor's office and the Commission visited the North Carolina School for Science and Mathematics (NCSSM). The state supported school was designed as a coeducational high school for juniors and seniors with exceptionally high intellectual ability and a special interest and potential in the sciences and mathematics. The school currently serves approximately 400 students. The NCSSM does not charge for tuition or room or board. Thus, students who are eligible to attend the school based on their academic abilities are able to attend the school regardless of the financial status of their families. The per pupil expenditure is approximately $6,000 per year which includes room, board, and faculty salaries. Private industry has contributed funds to support the cost of education. The initial projected costs which included building renovation was $7 million.

In North Carolina funding for programs for gifted and talented students is provided through the state funding formula for education. Schools are mandated to provide programs at the local level.

After viewing the NCSSM, the Commission chose to take a broad look at programs in Indiana for gifted and talented students. An increase in funding from $.5 million in 1983 to $2.0 million in 1984 has enabled the Indiana Department of Education (IDE) to expand its programming. Ten model lighthouse sites were set-up across the state for gifted children. Inservice program offerings through the GT Cadre Project tripled in terms of use due to the increase in funding. Grants for LEA's to start-up programs have been available. The IDE is currently encouraging program expansion for gifted and talented children. Additional services will be provided for those involved with children. A research and development project is being developed to analyze the effects of current programs and a training model for teachers is in preparation. However, funds are not available to assist school districts with on-going programs unless the program is expanding. Thus, some programs will cease at the end of the 1984-85 school year.

One of the goals of IDE and others involved with programs for gifted and talented students is to have program options available for all gifted and talented children in Indiana from kindergarten through twelfth grade. This goal is not possible under current funding. No district is currently providing sequential programming options for all qualified students. A report indicates that Indiana is serving approximately 30,000 students with $2 million. In contrast, Illinois appropriated $7.7 million, Ohio $5.3 million, and Kentucky $5 million for programs for gifted students.

Although there has been an increase in state funds for programming, many of Indiana's capable students still must work from a curricula designed for the average student. More emphasis is needed to provide appropriate programs for exceptionally able students. These programs should begin at the primary level and be articulated, sequential programs for students through high school.

The spectrum of giftedness goes beyond abilities in mathematics and science. Current programs in the state recognize this spectrum and are broad and not restricted to these two disciplines. We identify differently those gifted in writing from those gifted in drama and from those who are gifted but choose not to use their talents (underachievers). Indiana is committed to assisting its students to reach their maximum potential. Since programs for the gifted and talented might be beyond the capability of individual school corporations, smaller units should be encouraged to coordinate programs and the use of resources for every student in need of services. Expanded programs across the state in all curricula have the potential to insure maximum development of its students.

Recommendation

It is recommended that there be more coordination of resources by the Indiana Department of Education for the benefit of gifted and talented students and that close working relationships be fostered among the public and private colleges and the public schools.

It is recommended that all school corporations be urged to assist all personnel in creating an awareness of the characteristics of gifted children, implementing appropriate instructional activities for gifted children within the classroom setting and to locate and develop challenging, individualized instructional activities for gifted and talented children.

Since the IDE is currently revising identification guidelines for use in the schools, it is recommended that personnel involved with the identification of gifted and talented children refer to these guidelines to assure the use of systematic procedures throughout the state.

It is recommended that funding be provided on a continuing basis for Summer Institutes for gifted and talented students at selected state colleges and universities.

Appropriate state funding should be provided to continue existing programs and services and to permit necessary expansion of gifted and talented programs.

The North Carolina Residential School for gifted and talented students appears to work well in North Carolina but a similar school is not recommended for the State of Indiana at this time.

OTHER NEEDED IMPROVEMENTS

Section VI. The Commission shall consider, review, and evaluate any and all issues relating to the improvement of elementary and secondary public schools. Based on its findings, the Commission shall make recommendations to the governor and general assembly for any necessary action.

A. Discipline

Discipline has been and continues to be a perplexing and frustrating problem in our schools. The intensity and severity of the problem appears to go in cycles. Anecdotal evidence characterizes 19th century schools as "wild and unruly places." In 1843 Horace Mann described contemporary schools as full of "idleness and disorder....excepting in cases where the debasing motive of fear puts children in irons." (1) Prior to the 1950's there was a sense that the government and educational institutions could do no wrong and school officials were held in high regard. The Brown vs. Topeka decision in 1954 saw the beginning of court decisions involving student rights as guaranteed under the 14th Amendment. Educational institutions came under attack by the public.

Throughout the seventies many important and also many frivolous cases were brought before the courts. This was a time when some felt that school authority had been completely removed. Rather, the courts had merely pointed out the Constitutional rights which the schools must uphold. Understanding, acceptance and change in educational institutions was a slow process due to the influence of the many organizations which affect school policy. Hyman and D'Alessandro have indicated that change in disciplinary practices have been slow because of ignorance of the causes of student misbehavior. They include in their long list of some of the causes: 1) inadequate parenting, 2) inappropriate curricula, 3) overuse of suspensions and punishments, 4) racism, 5) exposure to violence, and 5) ineffective teacher training. (2)

A further search of the literature indicated that many different solutions to the discipline issue have been tried. The most effective techniques are rooted in democracy. A study by the Phi Delta Kappa Commission on Discipline indicates that schools with well-disciplined students have developed a sense of community with agreed upon behavior norms. There is a sense of identity by the students with the schools where service and learning are valued. (3) John Wherry, executive director of the National School Public Relations Association, indicated that there are many outstanding achievements of school districts that had discipline problems over the last six years. He suggests that educational leaders study these reports carefully. (4)

A review of the methods used by schools indicates that there appears to be no single approach that will solve all problems in all school systems. Goodlad points out that asssistance to schools must be based upon local needs of both teachers and students as each tend to perceive school problems differently. (5)

There is a need to provide school personnel with assistance in determining how to uniformly and consistently administer legal rules and procedures as well as to understand the student population in their respective schools and classrooms. It should be recognized that all school personnel, parents, and relevant community agencies must work together. The school administrator has the responsibility to protect the mental and physical well-being as well as the legal rights of teachers, students, and parents. The teacher has the responsibility to create a climate for learning and helping students develop self-discipline. Parents have the responsibility for their child's behavior and attendance. They must prepare the child to assume responsibility for his/her own behavior and foster in the child positive attitudes towards him/her self, others, school, and the community. The community must work with the school and provide necessary support.

The 1984 Gallup Poll of teachers' attitudes shows that only one teacher in 5 gave parents an A & B for the job they are doing in bringing up their children. Thirty-one percent of the teachers indicated that the most crucial problem facing local public schools is lack of parental support, not lack of discipline. (6)

Testimony presented to the Commission indicated that many schools in Indiana have on-going problems in training their faculty and staff in the use of specific, discipline programs. Assertive Discipline is one common program found at the elementary level. Also, most of the schools throughout the state have established codes for discipline that are distributed to each child each school year. The complexity of the codes varies.

Testimony was also presented which indicated that some school systems are struggling with the due process statute, truancy and the teaching of morality. The Sunset Report of the Indiana Legislative Services Agency (7) indicated that the Department of Public Instruction (now Indiana Department of Education) was actively involved in assisting school corporations to deal with discipline problems. This was accomplished prior to 1982 by individuals knowledgeable about the law and due process. Since these individuals are no longer with the State Department of Education, the programs are no longer available. However, IDE is currently surveying the needs of school corporations across the state. The survey will enable the IDE staff to again provide assistance based on local needs.

Recommendation

The Commission commends the State Board of Education for the current study of the nature of discipline problems which exist in the schools and recommends that it establish a technical assistance program that would enable school personnel to more effectively deal with discipline issues.

Notes

(1) Hyman, Irwin A. and John D'Alessandro, "Oversimplifying the Discipline Problem," Education Week , April 11, 1984, pp. 24 and 18.

(2) Hyman, Irwin A. and John D'Alessandro, "Good, Old-Fashioned Discipline: The Politics of Punitiveness," Phi Delta Kappan , September, 1984, pp. 39-45.

(3) Wayson, William W. and Thomas J. Lasley, "Climates for Excellence," Phi Delta Kappan , February, 1984, pp. 419-421.

(4) "Discipline Report Criticized for Missing Schools' Problems," Education U.S.A. , January 23, 1984, Vol. 26, No. 21, pp. 161-168.

(5) Goodlad, John, A Place Called School , 1984, p. 175.

(6) Gallup, Alec, "The Gallup Poll of Teachers' Attitudes Toward the Public Schools," Phi Delta Kappan , October, 1974, pp. 97-107.

(7) Sunset Performance Audit of Elementary and Secondary Education Agencies and Programs , Indiana Legislative Services Agency, March, 1983.

B. Leadership Training Programs

Quality leadership is thought to be a key ingredient in the educational process. School climate, communication between parents and school and progress toward improvement in learning may be influenced by the person(s) in the leadership role. Continuing professional education allows those in key roles to keep pace with new knowledge and attain the desired standard of quality. It also serves as an appropriate model for persons under the direct supervision of the administrator.

Professional development for administrators has received a great deal of attention in the quest toward improving quality in education. The primary focus is on improving leadership, management and evaluation skills. The goals and formats for such programs vary from state to state. Some states have established "academies" or institutes while others are providing inservice type programs.

The principal's role is multi-faceted. "While principals rank instructional leadership as their primary function, they do not feel they have the time to devote to instructional development." (1) The Task Force on Education and Economic Growth, in addressing the importance of the role of the principal, contends that this role "must be changed to put the principal squarely in charge of educational quality in each school." (2)

Concern has been expressed by this Commission regarding the multiplicity of roles presently thrust upon administrators in Indiana. If preoccupied by other than instructional leadership tasks, a less than desirable atmosphere may result. Administrators operating effectively emphasize achievement, establish standards, provide support for staff, coordinate programs and provide an orderly atmosphere in which learning can take place.

With additional emphasis on pupil achievement, curriculum change and teacher performance assessment, the need for the development of a program focusing on current needs seems justified.

Recommendation

It is recommended that the Department of Education develop Leadership Training Programs using models proven most effective in other states with a focus on the refinement of skills in management, instructional improvement and performance evaluation of personnel.

Notes

(1) McLeary, L. E. and S. D. Thompson, The Senior High School Principalship , Vol. III, Summary Report, Reston, VA: National Association of Secondary School Principals, 1979.

(2) Chase, Cheryl M. and Michael B. Kane, "The Principal as Instructional Leader: How Much More Time Before We Act?", Working Paper No. TF-83-2, Education Commission of the States, Denver, CO, March, 1984.

CONCLUSION

This Commission has devoted much time and effort to learning about the status of public elementary and secondary education in Indiana and has sought remedies for many of the perceived problems. If it has contributed to improvement of public education, all of the time and effort spent has been worthwhile.

Many individuals and groups were extremely helpful to the Commission during the past two and one-half years. In addition to presentation of testimony, much written information was also furnished for the use of the Commission. Members of the Resource Panel, who were faithful attenders at the Commission's meetings and who helped the Commission to better understand the complex status of public education, provided valuable assistance in many ways.

This Commission has made several recommendations which became law and offers several more at this time. Concurrent with the work of the Commission, several other entities were also investigating various aspects of public elementary and secondary education, and some of these efforts also resulted in desirable changes in laws, rules and regulations, and practices. The specific origin of any of the reforms is not important. What is important is that reforms continue to occur.

Some of the necessary improvements in public education required changes in laws or in rules and regulations. The perception of the Commission is that much more improvement can be attained by changes in attitudes which will result in better practices. Foremost among the needed change in attitudes is higher expectation levels. Communities need to expect much from their school boards, boards should demand excellent performance by administrators, who in turn should anticipate that teachers and other school employees will perform at high levels. Finally, all pupils should be challenged to achieve to their potential, and this cannot occur without complete support of parents.

For higher performance levels to be achieved by all parties in the educational process, it will be necessary for all to undertake activities which will increase their skills and knowledge. School board members, administrators, teachers, and other school employees need to take advantage of all opportunities that will lead to self-improvement. A harmonious working relationship among all parties involved in the educational process including higher education also is essential for continued improvement of public education. The focus of all school activities must be on the welfare of pupils.

The Commission hopes that the general public will remain interested in improving the quality of its public schools and will provide the necessary financial and moral support.

APPENDIX A

Second Regular Session 102nd General Assembly

PRINTING CODE—The parts in this style type are additions to the text of the existing section of the law. The parts in ~~this style type~~ are deletions from the text of the existing section of the law. The absence of either of the above type styles in an amendatory SECTION indicates that an entirely new section or chapter is to be added to the existing law.

HOUSE ENROLLED ACT No. 1435

Acts 1982,
P.L. 229

AN ACT to create the Governor's Select Advisory Commission for Primary and Secondary Education.

Be it enacted by the General Assembly of the State of Indiana:

SECTION 1. The Governor's Select Advisory Commission for Primary and Secondary Education (referred to as the "commission" in this act) is established. The commission shall consist of fifteen (15) members as follows:

(1) Nine (9) members of the public appointed by the governor. In making these appointments, the governor shall take into account geographical distribution and knowledge in the area of education. Not more than five (5) of these appointees shall be from the same political party. The governor shall designate one (1) of these appointees to serve as chairman.

(2) Three (3) members of the house of representatives, to serve by virtue of their office, to be appointed by the speaker of the house of representatives. No more than two (2) of the appointees shall be of the same political party.

(3) Three (3) members of the senate, to serve by virtue of their office, to be appointed by the president pro tempore of the senate. No more than two (2) of the appointees shall be of the same political party.

(4) In the event that an individual who is to serve by virtue of his office is not reelected to that office, he shall cease to be a member of the commission at the expiration of his term in office and a new appointment which meets the requisite conditions shall be made by the original appointing authority.

SECTION 2. The Education Resource Panel (referred to as the "panel" in this act) is established to serve the commission in an advisory capacity on issues requiring technical expertise and research. The superintendent of public instruction shall serve as chairman of the panel. Members of the panel shall be appointed by the governor and must include, but shall not be limited to, representatives of the following:

(1) State department of public instruction.
(2) State budget agency.
(3) Teacher organizations.
(4) Indiana business community.
(5) School administrators.
(6) School boards.

SECTION 3. Members of the commission and members of the panel shall serve without compensation, except for per diem and travel expenses permitted by law.

SECTION 4. Staff assistance and resources necessary for the commission to perform its statutory obligations shall be provided through the office of the governor; in addition, the commission may hire necessary staff, with the approval of the governor, to assist it in its duties.

SECTION 5. The commission shall meet as often as necessary to properly perform its duties. The first meeting of the commission shall take place on or before April 15, 1982, on the call of the chairman.

SECTION 6. The commission shall consider, review and evaluate any and all issues relating to the improvement of elementary and secondary public schools. Based on its findings, the commission shall make recommendations to the governor and general assembly for any necessary action. The commission shall present an initial report to the governor and general assembly on or before November 10, 1982.

SECTION 7. It is the duty of the commission to review and evaluate the current system of public education and the state's responsibility to it with a goal of providing each individual student with the highest quality of educational opportunity. The following issues shall receive priority, but are not exclusive:

(1) The effect of state law and rulemaking authority on the ability of local school boards to produce the best educational result in their community schools.
(2) An inventory of current curriculum and program emphasis, with special attention to local needs and problems.
(3) A comprehensive inventory of successful and innovative educational programs in other states that have proven to be of significant benefit.

(4) A review of current state programs and guidelines which are desirable and should be maintained, as well as local examples of innovative programs which produce better educational results.

(5) A determination of the educational delivery systems' effectiveness in meeting Indiana's economic development goals.

(6) The feasibility of a system of incentives designed to reward the classroom teacher for excellent performance, along with the identification of barriers to this approach.

(7) A review of teacher certification requirements and curriculum standards in our institutions of higher learning.

(8) A review of current continuing education and masters degree requirements for teachers.

(9) A review of growth in nonclassroom administrative personnel in the public schools.

(10) A review of local school examples which develop an effective public input process at the local level on education policy.

(11) A study of the relationships between the amount of money available and the ability to provide quality education, with consideration of means of increasing the cost effectiveness of educational programs.

(12) A consideration of the availability of non-public not-for-profit and for-profit educational programs and the potential for cooperative programs with them in order to enhance quality and/or reduce cost of public education.

(13) A study of the experience in North Carolina with a residential school for students with particular aptitude in science and mathematics and the possible creation of a similar program in Indiana.

(14) Consideration of the desirability and need for permissive legislation for the establishment of local education advisory councils.

(15) A survey of the effectiveness of job placement and counseling services at the secondary school level.

SECTION 8. The commission shall review and evaluate Indiana's current system of local school funding in relationship to those issues identified by the commission as improving the quality of education in Indiana's elementary and secondary public school system.

SECTION 9. The commission shall report in writing to the governor and the general assembly on or before November 10 of each year. Additional reports may be requested by the governor and the general assembly as necessary.

SECTION 10. There is appropriated to the commission from the state general fund the sum of one hundred fifty thousand dollars ($150,000) to be used to effect the purposes of this act. No portion of the appropriation shall revert to the general fund at the end of any fiscal year, but shall remain available for the purposes set forth in this act; however, the money remaining in the fund when this act expires shall revert to the general fund of the state.

SECTION 11. Because an emergency exists, this act takes effect on passage and expires on November 11, 1984.

President of Senate

Speaker of the House of Representatives

Approved: ______________________________

Governor of the State of Indiana

Appendix B

Presentations to Commission

Following is a list of the presentations made to the Commission at their regular meetings during its final year of operation.

In adddition to these presentations, the Commission has also interacted with the Resource Panel. From the presentations and resulting discussion, recommendations for policy were forthcoming. (See Executive Summary)

Topic	Presenter	Date
Competency Testing		
"The Florida Plan - The Florida Statewide Assessment Program"	Larry Hutcheson	January 1984
"The Ideal Process - Evaluating Students to Determine Achievement For Diagnostic Purposes"	John Gillespie	January 1984
"Organizing Instruction through Establishing and Evaluating Educational Priorities"	Tracy Dust	January 1984
"DPI Update - Proposals for Statewide Remediation and Testing	William Strange	January 1984
"Merits of Uniform Measurement Programs"	Clint Chase	January 1984
"Update on Competency Testing H.B. 1105"	William Strange	March 1984
Legislation		
"Education Report from 1984 Legislative Session"	Dennis Neary	March 1984
"Indiana Education Employment Relations Board"	Joe Pearson Kenneth Simmons	June 1984
Curriculum		
"General Perspectives of Curriculum Needs"	Geneva Gay	March 1984
"The Role of the Arts"	Colleen Benninghoff Mary Yingling Ann Timberman	March 1984
"The Public's Expectations of Secondary Vocational Education"	Oscar Lowery	March 1984
"Governance of Vocational Education"	Patricia Miller	March 1984
"The Administrative Perspective"	Carl Swift	March 1984
"Curriculum--Physical Education"	Donald Corrigan Anthony Annarino John Friend	May 1984

"Foreign Language Requirements"	Harold Negley	June 1984
"Vocational Education--Response to Position Paper"	Jean Bush	June 1984
"Curriculum, Overview of State Curriculum Improvement"	John Harrold	July 1984

Innovative Programs

"Indiana's Dissemination Network"	Patrick Gavigan	May 1984
"An Example of an Innovative Program--Full Day Kindergarten: Longitudinal Study from Evansville"	Jean Bush	May 1984
"University/School--Longitudinal Study in Math Education"	Grayson Wheatley	May 1984

Teacher Certification and Continuing Education

"Effects of 1984 Legislation on Issues 7 and 8"	Jean Bush	March 1984

Growth of Administrative Personnel

"Data on Growth of Administrative Personnel"	Bill Wilkerson	September 1984

Finance

"How We Got Where We Are"-Background on School Finances	Bill Wilkerson Carlyn Johnson Charles Costa	January 1984
"Effect of the Finance Structure" (Panel)	Harry Knotts Bill Curry John Young	January 1984
"Possible Objectives of State School Finance"	Bill Wilkerson	February 1984
"School Finance"	Bill Wilkerson Carlyn Johnson Robert Lehnen	March 1984
"Finance--Objectives and Goals"	Bill Wilkerson	May 1984
"Finance--Objectives and Goals--Results"	Bill Wilkerson	June 1984
"Finance and Quality Education"	Kent McGuire	July 1984
"Analysis of School Finance Formula"	Robert Lehnen Carlyn Johnson	July 1984
"Finance in Indiana Schools"	J. B. Kohlmeyer	August 1984

Teacher Compensation

"Pay Incentive Grants in Indiana"	Carole Savitsky	March 1984
"Report: Teacher Compensation"	Kenneth Simmons	June 1984

Public Input

"Examples of Effective Public Input Process at the Local Level"	Marilyn Sowers Jack Peterson Robert Dalton Lyndon Hill	June 1984
"Principals + Citizens = Better Education"	Ethan Janove	June 1984
"Indiana Congress on Education"	Harley Bierce	June 1984
"Report of Survey by Indiana Congress of Parents and Teachers"	Norbert Woolley	August 1984

Non-Public Education

"Non-Public Education in Indiana: An Overview"	William Miller Jeff Zaring	July 1984
"Non-Public Education in an Accredited Setting"	Eugene Brunow Al J. Tieken	July 1984
"Nonschool Resources for the Enrichment of Education"	Richard Forsythe	July 1984

Gifted Education

"Background"	John Harrold	June 1984
"Gifted and Talented Programs"	Rita Broadnax	June 1984

Discipline

"The Educational Climate of Schools"	Cheryl Cochran Karen Reynolds Frank Tout	February 1984
"The Legal System's Effect on Education"	Merle Strom	February 1984
"Dealing with Children	Ray Golarz	February 1984

Appendix C

Minutes of the Meeting
of the
Governor's Select Advisory Commission
for Primary and Secondary Education
and
Resource Panel

66

GOVERNOR'S SELECT ADVISORY COMMISSION
FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

November 10, 1983

10:00 a.m. - Governor's Office
1:00 p.m. - Room 404 State House

The meeting in the Governor's office was convened by Chairman Bob Hanni, with the following members present: Tom Hession, John Friend, Eleanor Laffoon, Marge Meyer, Marilyn Sowers, Dennis Neary, Phil Warner and Lloyd Taylor. Other staff included Bob Jones, Jean Bush, Carole Savitsky, Phil Peak, Merl Strom and Bill Wilkerson.

Members of the Resource Panel in attendance included Bill Hadley, George Swafford, Richard Beerbower, Dale Sheets, Jean Black, Ken Simmons, Tom Pagan, Bob Thornberry, Max Updike for Bill Anthis and Pat McGuffy for Harold Negley.

The Second Report of the Commission was presented to Governor Robert D. Orr. He accepted the Report and directed the Commission to conduct a series of town meetings across the State to explain the recommendations and accept comments from the audiences.

The dates and locations of the meetings scheduled include November 22--Fort Wayne Community Schools Administration Center, Fort Wayne; November 30--Greater Clark County Schools Administration Office, Jeffersonville; December 1--Evansville-Vanderburg School Corporation Civic Center Complex, Evansville; December 13--Vigo County School Corporation Administration Building, Terre Haute; and December 14--South Bend Community School Corporation Education Center, South Bend.

Following a luncheon recess the meeting was reconvened by Chairman Hanni.

Bob Jones explained that the tentative format for each of the town meetings would include a starting time of 6:00p.m. Dr. Hanni would explain the purpose of the Commission and introduce Governor Orr. An explanation of the work and recommendations of the Commission could be presented by a member of the Commission, and a selected recommendation at each meeting could be highlighted by a member of the Resource Panel. An open discussion from the audience would follow.

During a discussion of topics to be studied for 1984, suggestions were made for drug and alcohol abuse; student evaluation, bargaining; a check of requirements for physical education courses; finances for education; raising base pay for teachers and reducing the number of steps to receive top pay; a system of early retirement incentives; school discipline; enforcement of rules on truancy and absenteeism; preservice and inservice training of teachers to include courses in discipline or classroom management; attitudes from other states on the regional center concept. P.L. 217.

The following schedule for future meetings and program was accepted:

January 3, 1984 - 9:00 a.m. until Noon January 4.
    1/2 day - Education financing (explanation of present system)
    All day - Evaluation of students

February 8, 1984 - All day
    1/2 day - School discipline
    1/2 day - Education financing (ways to provide money)

March 20, 1984 - Noon through 5:00 p.m. March 21.
    1/2 day - Education financing
    1/2 day - Student competency
    1/2 day - Open for another topic.

67

GOVERNOR'S SELECT ADVISORY COMMISSION FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

January 3-4, 1984

January 3, 1984 - State Library Auditorium

The meeting was convened by Marjorie Meyer, Vice Chairperson, with the following Commission members present: John Sinks, Phil Warner, Lloyd Taylor, Marilyn Schultz, Marilyn Sowers, Eleanor Laffoon, Dennis Neary and Tom Hession. Resource Panel members present included Ken Simmons, Dick Beerbower and Jean Black. Staff members present included Bob Jones, Bill Wilkerson, Phil Peak, Jean Bush and Carole Savitsky.

The minutes of the November meeting were approved as submitted.

Dr. Bill Wilkerson introduced Dr. Larry Hutcheson, Chief of Curriculum Services, Florida Department of Education who presented information on Florida's Statewide Assessment Program. This program was started in 1971 to measure educational outcomes in reading, writing and mathematics in grades 3-5-8 and 11. A revision of the law now tests in grade 10 rather than 11 in order to provide more time for remediation. Science and computer education were included as subject areas under assessment in 1983.

Federal court rulings now require a five year notification period when new subjects are added to the Assessment Program and for withholding a diploma when performance standards are not met. A PREP (Primary Education Program) also requires a specialist be assigned one-half time to assist K-3 teachers in establishing an achievement profile for each student. A plan for preventive strategies for students identified as special education students or for those who would benefit from enrichment programs is in place. Summer school remediation is offered to any student not passing the test for that grade level. A student may not enter the next grade level until the test is passed. School curricula are audited by the state in order to determine compliance with state standards. The program is financed with a weighted formula as follows:

Grades K-3 = 1.234
Grades 4-8 = 1
Grades 9-12 = 1.1

Tests were tailored by a professional testing service.*

Florida now requires each district to have performance objectives, assessment techniques and assessment standards completed by July 1, 1985.

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* Cost information was provided after the meeting as follows: $100,000 test development and start-up costs. Test administration cost = $1.50 per pupil.

Seminars assisting staff in the development of performance objectives are scheduled for summer 1984.

A current emphasis in curriculum in Florida is on foreign language. Florida universities are requiring two years of foreign language as an entry requirement. Graduation requirements were increased recently. Their impact on vocational education is not known at this time.

A brief recess was called by Bob Jones.

Following recess, questions were addressed to Dr. Hutcheson. He noted that test results from the statewide assessment program are published according to region and are used to analyze weaknesses in programs. Administrators have access to achievement results in order to compare achievement levels of students in their districts. Any district falling below a 70th percentile is audited by the state. Materials were distributed to the Commission detailing the plan. State funds are used for all state mandated testing.

John Gillespie, Assistant Superintendent of Schools, Duvall County, Jacksonville, Florida, described "The IDEAL Process" used in that school district. It is accomplished through:

Identifying needs
Designing solutions
Effecting a solution
Assessing results
Learning and linking.

Eight criterion referenced and norm referenced tests are used in addition to the Statewide Assessment Test in Duvall County Public Schools.

National attention has been accorded to the school district through its plan for academic competition, its increase in pupil levels of academic achievement, partnerships with business, parent involvement, a well defined attendance policy and the monitoring of attendance and achievement through the use of computers. Administrators have two hour teaching assignments twice a week in addition to their administrative duties. Materials were distributed detailing the Pupil Program Plan and a Guide to Academic Completion.

The group recessed for lunch and reconvened with Dennis Neary and Tom Hession in attendance.

Dr. Tracy Dust, Superintendent of New Albany-Floyd County Schools described a plan for Organizing Instruction Through Establishing and Evaluating Educational Priorities. He stressed the importance of internal accountability where each pupil is challenged to their potential and tested to determine what they were taught and if they achieved mastery of the material. He felt statewide assessment was not necessary. He stressed coordinating objectives for instruction from K-12 and the importance of teaching higher order thinking skills.

Dr. William Strange briefly explained the development of state testing in Indiana and the role of testing within the Educational Improvement Program (EIP). This program was designed to promote and improve curriculum development at all levels. It included testing, diagnostic and remediation components but no state funds were allocated for the testing and remediation, therefore, school corporations used existing testing systems to comply with the intent of the program. Remediation funds have not been designated to date to follow through with the EIP. The State Board of Education has received a proposed plan for testing and remediation. Legislation is to be submitted to provide funds for testing at three grade levels. Remediation for those not passing the tests would follow immediately or the semester following the test. Cost estimates are nebulous at this time. The proposed plan would schedule to test 3rd grade prior to 3-1-85 and perhaps two other grade levels prior to 3-1-86 and 3-1-87. Remediation costs (calculated on a 10 student to 1 teacher ratio) are estimated to run $400 per student per year.*

Dr. Strange has recommended to the State Board of Education that the test not take more than one hour per subject, that it be administered by the classroom teacher in the classroom and that it have minimum and challenge standards, normed to scores of Indiana students. He stressed that a statewide assessment program should not duplicate what is already going on since most schools are using various versions of nationally normed tests.

Dr. Clint Chase, of Indiana University, said that although the state may have the right to know what its students are achieving, it should be followed by a plan to raise levels of achievement such as was attempted in Minnesota. He pointed out that planning is data based. He suggested that tests be tied to curriculum guides and objectives be selected to be assessed. He pointed out that ignorance is not cheap. He identified positive aspects of statewide testing but cautioned it should have content validity, be free from bias and students given 2 year notice as it is implemented.

General questioning from the audience was directed to all prior speakers.

Wednesday, January 4, 1984 -- Room 315, Employment Security Building

All Commission members were present as on the previous day with the addition of Bob Hanni and the exception of Tom Hession.

A slide series "The Squeeze" obtained from the League of Women Voters was shown to provide background information on School Finance.

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* The present version of legislation (H.B. 1201) provides for 1/2 year of remediation. It would allow the State Board of Education to determine the subsequent grade level to be tested other than the 3rd grade after 1985.

Bill Wilkerson introduced Carlyn Johnson and Charles Costa. He then presented background information on school finance, explaining there is no permanent formula for funding education in Indiana. The state contributes a larger share than formerly. A "de-ghoster" is in effect which reduces state aid as well as funds from local sources as enrollments decline. With the present formula, a more experienced teaching staff and larger numbers of more highly trained teachers place stress on the current structure as there is no way to generate additional revenues. Schools tend to be overcompensated for the cost of special ed programs but underfunded from the present formula for the costs of vocational education. The effects of inflation and other variables were not predicted when the property tax freeze went into effect. Some states have adopted goals of adequacy and efficiency rather than equity. Virginia had adopted a goal of quality.

A panel composed of Harry Knotts, Assistant Superintendent of Business, Center Grove Community Schools; Bill Curry, Superintendent of Mooresville Schools; and Dr. John Young, Associate Superintendent, Fort Wayne Community Schools was introduced. Each addressed the "Effect of the Finance Structure" on their corporation. Through a chart, Mr. Knotts explained the regressive effect of the present formula on his corporation.

Bill Curry distributed information pointing to differences in dollars generated by taxation. He felt that if taxpayers wanted to raise support, they should be allowed to do so. He felt that disparities in the range of teacher salaries might be addressed through merit pay and that the size of the administrative unit does have an effect on efficiency. A pressing need identified by his corporatio is for dollars for remediation.

Dr. Young expressed interest in a formula which would allow for a general distribution of funds. He identified problems relating to categorical funding. He is hopeful that society will develop a value orientation toward a commitment to learning and that all professionals and citizens may be held accountable for these results. He says society will pay for education when they believe in its value.

During a discussion following the panel presentations, in answer to a query as to guidelines for future funding for education, it was brought out that a funding formula should provide for local incentives; must link programs to finances available; and should have some local input and local control in the accountability system. All school corporations should have opportunity to be more equal. It is difficult to equate dollars with quality. Teachers' salaries should be raised and more money should be provided for elementary remediation. It was suggested that the pupil count might continue to be a way to develop a formula. The question of school size might need to be addressed.

The next meeting date is scheduled for February 8, 1984. It will be held at 1 North Capitol, Department of Commerce, Conference Room, 7th Floor.

A situation summary for P.L. 229, Section 6, was distributed to each member for further study.

The meeting adjourned at 12:00 Noon.

GOVERNOR'S SELECT ADVISORY COMMISSION FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

February 7, 1984

Room 4088, Business-SPEA Building
Indiana University, Indianapolis

The meeting was convened by Dr. Hanni, Chairman, with the following members present: John Friend, Eleanor Laffoon, Marjorie Meyer and Marilyn Sowers. Members of the Resource Panel in attendance included Richard Beerbower, Jean Black, Ken Simmons, Larry Horner for Robert Dalton and Al Tieken. Staff present included Bob Jones, Bill Wilkerson, Phil Peak, Merle Strom, Jean Bush and Carole Savitsky.

The topic "The Educational Climate of Schools" was addressed by a panel of three educators.

Mrs.Cheryl Cochran, sixth grade reading teacher from Klondike Elementary School, Tippecanoe County, provided the Commission with an overview of Assertive Discipline and how it is used in an elementary school. According to Mrs. Cochran, the assertive discipline plan used provides for consistency of disciplinary procedures and reinforcement of appropriate behavior not only in the classroom but throughout the school. Teachers and students identify classroom rules (usually no more than 5), rewards and consequences based upon behavior. Currently, assertive discipline is a popular approach to classroom management but it is only one of many such programs

Mrs. Karen Reynolds, Assistant Principal from Creston Junior High School, Warren Township, Indianapolis, provided the Commission with an overview of TESA (Teacher Expectation, Student Achievement) formally called Equal Opportunity in the Classroom. TESA is a voluntary program in Warren Township that focuses on 15 teacher behaviors. The emphasis of the program is to train teachers to use these behaviors equally with high and low achieving students. It also provides teachers with an opportunity to interact and observe their peers from all grade levels. The implications for improved school climate are: (1) Can result in meaningful, long lasting change in teacher behavior; (2) Builds respect for students; (3) Builds respect for peers (teachers); (4) Fosters team work, support group; (5) Provides common basis for professional conversation and sharing; (6) Gives teachers more holistic view of education K-12; (7) Lessens isolation; (8) Provides basis for administration to further help teachers improve; (9) Concrete behaviors coupled with theory; (10 Hierarchy of difficulty; and (11) Small, manageable changes in teacher behavior that are effective in class. TESA is based on research which indicates that staff development is critical. It can't be done on a one-shot basis but rather must be spread over time. The cost of the program is approximately $250 per teacher. Mrs. Reynolds also spoke to the need for research in education as well as the need to use the current research available when making policy and program decisions.

Mr. Frank Tout, Principal of Howe High School, Indianapolis, began making changes eight years ago when he realized that the traditional methods of handling students were not effective. The Dean/Counselor system of Howe High School provides a caseload of approximately 170 students per person. Each student is assigned to a Dean/Counselor when he/she enters the school and remains with that person until graduation. The system provides for consistency and gives the student as well as the parents a sense of affiliation. Mr. Tout noted that attendance improved after the Dean/Counselor system was implemented. He also spoke to the issue of teacher evaluation and using a scientific approach to analyzing teacher behavior. The Madeline Hunter Mastery Teaching series program from UCLA is used. A pre-conference is held with the teacher.

The teacher indicates what methods will be employed in his/her classroom and is then evaluated accordingly. A specialized approach involving math skills and time on task was tried. Once a week at a specified time, every classroom devoted ten minutes to instruction on a given math skill. As a result, math achievement increased. According to Mr. Tout, we can do anything we set our minds to doing.

Dr. Merle Strom, consultant, discussed the legal system's effect on education. He noted that education is a function of the state. A public good comes from educating its citizens and helps each succeeding generation to perpetuate our way of life.

Dr. Strom indicated that court cases go back to 1850. Most results had little effect on the educational system because schools were seen as a part of the governmental structure. Changes in attitude began in the mid-fifties with the Brown vs. Topeka Case. Children had been exploited by rules established for the convenience of teachers and administrators. The best interest of the child and his/her education was not always considered. Children are citizens and as such their rights are guaranteed under the Constitution. The Constitution provides for due process of all citizens. Under due process, laws cannot be passed that will violate rights of citizens of the U.S. Dr. Strom reviewed each amendment that relates to education: I, IV, V, VIII, IX, and XIV, and related cases. He noted that although some people have indicated that the courts have taken away the power of schools, that is not a valid statement. The courts have pointed out where right have been violated, where students have not been recognized as citizens, and what can and needs to be done legally. Rights take more time and paper work, but the power is still there under the law. Dr. Strom also noted that there is a need for continued inservice training for teachers and administrators. They are often ignorant or confused about legal issues. Also, the public must be educated about what schools are trying to do.

Dr. Ray Golarz, Supervisor of Welfare and Child Services of the Hammond City School System, presented information concerning student discipline and attendance. Dr. Golarz presented an overview of the accepted authority of schools prior to the 1969 Tinker vs. Des Moines case and the perceived authority or lack of by 1977. He referred to the frustrations of schools who heed and those who ignore the laws. He also referred to the frustrations placed upon classroom teachers and administrators when dealing with discipline issues.

Dr. Golarz described a discipline referral system that is presently being formulated for use in the School City of Hammond. He recommended that the portion of the Indiana Student Due Process and Discipline Code I.C. 20-8.1-5-4(a) be restudied.

He also reviewed the findings of a study of dropout prevention and intervention funded by a grant from the Indiana Criminal Justice Planning Agency. The most significant finding was the recognition that most dropouts and expelled high school students need an individualized program suited to their unique needs if any success is to occur with such individuals. As a result of the study, the School City of Hammond established an Individualized Program Development Team. He explained how the team functions and the programs that have grown out of the initial study.

On the issue of truancy, Dr. Golarz referred to the difficulties schools have in maintaining attendance. He referred to the "Alternative Education School Improvement Project" and its positive effects at Hammond High School. The school attendance rate was 86.2% in 1983 and by January 1984 was 90%. Other changes were also noted, e.g., in August 1982 three parents attended the Pre-School Ninth Grade Orientation Program. In August 1983, nearly 300 parents attended the same program. Dr. Golarz noted that changes occur only when there is a shared ownership of common concerns (parents, teachers, administrators, students, business & industry, social service agencies, the courts and other governmental agencies). A paper of Dr. Golarz's speech was provided to Commission members.

Following the luncheon recess, Dr. Bill Wilkerson reviewed each of the 17 "Possible Objectives (Characteristics) of State School Finance Programs." Statements, comments and/or questions followed a discussion of each objective. (Refer to handout for objectives).

1. What is sufficient and adequate?

2. Special ed. and voc. ed. are the two exceptions.

3. Eighty percent of school budgets go to salaries. May need an add on factor for density.

4. Most states try to equalize for everything except debt services. Transportation figures have not been adjusted since 1976. There is not much hope for a permanent formula.

5. Bilingual education is authorized but not funded.

6. Racial desegregation is financed in Indiana--but not other areas.

7. Indiana was moving toward this with flat grants but not now; may be in legal violation.

9. Can be done by formula to agree with #7, but is not popular with legislators.

10. How much local control should there be and how much should be mandated.

11. There ought to be local sources of revenue. Must know where people live--data would have to be collected.

12. A better measure of local ability plus adjusted by income per capita.

13. May not be able to do this, unless budget is determined by expected income. If expected income fails, the state would make up the difference. If there was extra income, the state would reduce its contributions. If it was legislated two years in advance, it would allow schools to adjust.

14. Problem of categorized grants. What is a qualified program and what is not? Problem of political allocation.

16. It's permissible to get programs started and then fold into the general fund.

17. Funding must be provided when new programs are mandated.

Dr. Jones announced that a letter of resignation had been received from Joyce Davis as she has moved to Mass. A letter accepting her resignation and thanking her is to be sent.

The next Commission meeting is scheduled for the afternoon of March 28 and all day March 29.

The minutes from the January meeting were not read and approved.

GOVERNOR'S SELECT ADVISORY COMMISSION FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

March 28-29, 1984

Room 431, State House

The meeting was convened by Robert Hanni, Chairman, with the following members present: Phil Warner, Marilyn Schultz, Eleanor Laffoon, John Friend and Lloyd Taylor.

Members of the Resource Panel in attendance included: Frank Morrison, Robert Dalton, Richard Beerbower, Ken Simmons, Bob Thornberry, Bill Styring, Bill Anthis, Steve Heck for Jean Black, and Roger Williams for ISTA.

Staff present included: Bob Jones, Bill Wilkerson, Merle Strom, Phil Peak, Jean Bush and Carole Savitsky.

Bob Jones announced that the Governor would be appointing replacements for Charles Kasse and Joyce Davis, who have resigned; and for Emily Fair, who died February 27, 1984.

Dr. Geneva Gay, professor from the Department of Education at Purdue University addressed the group regarding "General Perspectives on Curricular Needs". She identified the prevailing emphasis of "more means better" and noted that the major national reports are rarely data-based or address where the emphasis should be placed in curriculum. During the current period of declining resources there is pressure from the public for education to be more productive and to model the techniques of industry. Priorities are being placed according to their immediate and direct potential for increasing the learner's chances of getting and maintaining a job".

Reference was made to curricular needs of the future as those developing the capacity to think critically and communicate effectively, learn about self, heritage and interdependence; how to fulfill social and civic responsibilities and preparation for work and future education. She suggested that schools reassess their present mission and place program priorities on process-oriented programs. Schools would need to give greater attention to the "hows" and "whys" of issues as opposed to the prevailing emphasis on the "whats" of life situations.

Colleen Benninghoff, President of the Indiana Advocates for the Arts, expressed appreciation to Senator John Sinks for encouraging the Commission to examine the role of the arts in education. At present, $1.4 million is budgeted to the Arts Commission, a $ .23/capita expenditure for Indiana residents. Their primary objective is to create a positive atmosphere for the arts. The Interagency Arts in Education Program was explained by Ann Timberman, arts consultant from DPI. A media presentation described the program as a collaborative and process approach to the use of community resources by drawing from artists in music, art, drama and dance, and involving all public school students in the arts. "Artists in Residence" are now in 24 sites at nine locations in the state. Ms. Benninghoff urged the Commission to recommend legislative support for an Arts in Education bill.

Mary Yingling, Education Coordinator of the Indiana Arts Commission, explained that funding from the National Endowment of the Arts must receive matching funds from each state for the Artists in Education program. The aims of the program are designed to strengthen the place of the arts as a basic element in the curriculum, K-12

A short recess was followed by the introduction of Oscar Lowery, Chairman of the Indiana Advisory Council on Vocational Education. His remarks reflected input presented to that group from public testimonies made at public hearings and through surveys taken regarding the public's expectations of secondary vocational education. Papers were distributed and are attached for Commissioners not in attendance. The reports emphasized "A need for a strong program in vocational education as an integral part of the total education program offered so it is a viable choice for all students." "The outcomes of vocational education at the secondary level are the development of job seeking, job retention and problem solving skills." All graduates need to be prepared to enter post-secondary institutions or possess entry level job preparation and skills.

Input from the citizens' advisory groups at the local level allows for local determination and administration of programs. Mr. Lowery explained that the present governance system allows for the State Board of Vocational and Technical Education (SBVTE) to interact with the regulators of education (DPI, the Commission for Higher Education, the Department of Correction and other agencies focusing on issues of vocational and technical education). Testimony encouraged greater communication and cooperation among these groups. The Council suggests that there be incentives to encourage a greater degree of articulation of curriculum among the various levels of vocational education.

It was also suggested that a funding formula allow for updating of facilities and a realistic student/teacher ratio for laboratory classes. It recommends review of the weights assigned to vocational education through the formula. Other suggestions included encouraging the contribution of equipment and instructional materials to schools by business and industry.

Senator Patricia Miller, former Commission member and former member of SBVTE, distributed copies of state and federal legislation describing the governance structu of vocational education. She said that a similar autonomous structure for governance of vocational education is in place in 10 states. Federal legislation determines the groups to be represented on the board but selection of those representatives is made by the governor. The governance system of SBVTE is outlined in the 1975 legislation (P.L. 227). This legislation was amended in 1981 (P.L. 290) to allow for the appointment of a chairman and the executive director of SBVTE by the governor.

She suggested that the Commission consider what is the best delivery system of vocational education as it relates to the students and to the total educational system. There is little opportunity for the State Board to engage in policy determination because of demands placed on it for program approval action. She viewed the Advisory Board as having the potential to assist in policy development and has adequate, separate funding, but the opportunity for dialogue between the two groups is not fully used.

Phil Warner asked how vocational programs could be integrated into the educational system to greater advantage. Bob Hanni questioned if the present system facilitates continuity of education from the secondary to the post-secondary level. The system of program evaluation was explained by Mike Brici, DPI consultant for vocational education. He noted that secondary schools are administered by rules as defined in the administrative handbook by the DPI, and that DPI also has the responsibility of certifying vocational education teachers. Discussion indicated that local advisory groups and the state advisory council might influence SBVTE to strengthen the demands on secondary level programs.

Representative Schultz noted that consumer homemaking courses are not viewed by many as challenging courses.

Tony Wesloski commented that there is a need for a greater level of communication from staff to staff rather than board to board.

Oscar Lowery stated that he thinks the system has merit but there is room for improvement in the way it functions.

Superintendent Carl Swift provided insight as to how patrons view the functioning of vocational education in the secondary schools. He raised the question as to whether funds are being fragmented through the career center, comprehensive high school and Ivy Tech structure. His suggestions included:

- Strengthening communication between vocational education and the academic program at local levels.
- Combining efforts with post secondary (Ivy Tech) to bring industry and secondary vocational education together as has been done by Supt. Dalton in Kokomo.
- Encouraging higher education to improve professional preparation of superintendents, principals and guidance counselors regarding the mission of vocational education.
- Providing greater articulation between DPI, SBVTE and higher education in order to tie vocational education to academic programs.
- Encouraging stiffer penalties if program evaluations are below standard. (It was noted that some advisory councils exist in name only.)

Richard Beerbower noted that the state actually provides about 75% of the funding for per pupil cost even though in the formula it appears to provide 100%.

The meeting adjourned at 5:00 P.M.

Thursday, March 29, 1984

Commissioners in attendance were Dennis Neary, Marilyn Schultz, Lloyd Taylor, Eleanor Laffoon, Tom Hession, John Friend and Phil Warner.

The meeting was reconvened by Bob Jones. The minutes of the January meeting were approved. February minutes were corrected in the following ways:

Page 1, 4th paragraph, line 14 should read "behaviors coupled with theory;"
Page 2, all references to Dr. Strom should have the second "m" omitted.

Page 2, 3rd paragraph, line 9 should read "will violate rights of citizens"....
Page 3, 2nd paragraph, 4th line should read "school attendance rate was 86.2% in 1983 and by January, 1984 was 90%.
Page 3, Item 4, line 1 should read "Most states try to equalize for everything except debt services."
Page 3, Item 6 should read "Racial desegregation...."

Dates for future one-day meetings were set for May 2 and June 6. Marilyn Schultz suggested the July date be established at the May meeting.

Bill Strange reported the results of a survey of attitudes towards the proposed competency tests and the proposed procedures for implementing the testing program:

- Writing will not be a part of testing for the third grade.
- There was opposition to the publication and distribution of test scores.
- Local districts will provide a method of having test data available to the public.
- Challenge standards will not be set during the first year.
- Test results should serve to assist a teacher in refining the instructional needs of individual students.

A time-table was identified as follows:

May 2 - General Commission - Presentation of test specifications.
May - RFP's (bid specifications) for test construction - bids taken.
June 30 - Decision on bids. Contractor begins pilot test construction.
September - Pilot testing to 5% of third grade.
Late 1984 - Item analysis.

The competency testing program must be supplemental to programs already in place. Concern was expressed regarding the amount of remediation that would be done and the cost of the program. Fifteen percent of 3rd grade students will be provided with remediation at an approximate cost of $210 per pupil. Testing costs are estimated to be $6.50 per pupil.

Bob Dalton expressed a preference for the program to be piloted first to a smaller group and the results be extrapolated to a broader base.

Ken Simmons said he feels it penalizes corporations who have programs already in place and they may feel it is duplication of effort.

M. Schultz expressed concern that information be collected uniformly in order to determine impact.

Bill Strange stated that the Sunset Review Committee expressed a need for data from the state level.

Jack Peterson expressed concern that the remediation program would require local corporations to expend additional funds if it were carried out in the summer due to transportation costs.

Dennis Neary distributed information summarizing legislation affecting primary and secondary schools.

Phil Warner pointed out that there is greater variation in school corporations than ten years ago.

Merle Strom urged that if programs are mandated they should be done and done well.

Following a break, Jean Bush distributed information relating to legislation on teacher certification and continuing education. The proposed plan for CRU's will be presented for hearing in May and will be promulgated at that time by the Teacher Training and Licensing Commission.

Carole Savitsky presented an update on merit pay. Federal grants have been awarded to three sites in Indiana for pilot projects. However, funds for the projects are frozen at this time. The career ladder plan proposed by Terrell Bell was summarized.

Bob Jones asked the group to review and summarize the information presented on Wednesday on the desired outcomes of the educational process; role of the arts; and role of vocational education. The group agreed that there were common elements in all of the presentations. These were: The curriculum should develop creative thinking skills, analytical skills, promote life-long learning, and develop the whole person.

Following the lunch break, the meeting was reconvened at 1:20 p.m.

Dr. Robert Lehnen, Professor in Public & Environmental Affairs, IUPUI, distributed an outline of eight criteria to consider when setting policy goals for school finance. Under the present formula, schools do not have the discretion to determine how monies are spent. He suggested that the group determine what programs should be included in a formula but that they not design a formula.

There is strong public support for a greater degree of local control. The present system of funding schools in Indiana could be challenged on the issue of equity. Group reaction indicated a need for more adequate funding and a means of measuring output from funds expended. Commissioners were asked to react to the criteria presented and to determine if there should be categorical funding.

Bill Wilkerson asked that each Commissioner examine the list of objectives and possible targets for funding which he had distributed, and be prepared to indicate priorities before the next meeting. A consensus of objectives and targets will be reached by the group at the next commission meeting.

Ken Simmons discussed a 10-year career level salary schedule plan under consideration in Blackford County.

Phil Warner reported on an ECS meeting where organizational management was noted as a factor affecting teachers leaving the profession.

The next Commission meeting will be May 2, 1984, in Room 431 State House. The meeting was adjourned at 4:00 p.m.

GOVERNOR'S SELECT ADVISORY COMMISSION
FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

May 2, 1984

Room 404, State House

The meeting was convened by Robert Hanni, Chairman, with the following members present: Marilyn Schultz, Tom Hession, John Sinks, Phil Warner, John Friend, Eleanor Laffoon, Marilyn Sowers, Marjorie Meyer, and Dennis Neary.

Members of the Resource Panel in attendance included: Francis Morrison, Larry Horner for Robert Dalton, Jean Black, Dean Evans, and Richard Beerbower.

Staff present included: Bob Jones, Bill Wilkerson, Merle Strom, Phil Peak, Jean Bush and Carole Savitsky.

The minutes of the March 28-29 meetings were approved.

Dr. Bill Wilkerson distributed materials on the objectives of school finance to commission members and instructed them to establish priorities among those listed and return them to him.

Dr. Don Corrigan provided a review of the status of the physical well-being of students in Indiana schools. He noted that in Indiana 15-18% of the school age children are overweight. He cited the prevalence of cardio-vascular disease as a disease found in children beginning as early as ages 7-9. It has been found that physical activity has a direct connection to the health of students. Although one-third of teenage students smoke, this figure is on the decline, a decline which can be attributed to health education in the schools. The American Medical Association is among the professional groups who provide support for daily physical education activity at both elementary and secondary school. Other organizations were cited in support of the economic benefits of health and physical education. The Department of Defense has found that one-fourth of new inductees were rejected because of physical problems.

The present requirements for physical education were first implemented in Indiana in 1917. Performance scores on physical fitness have not improved over the last thirty years.

Dr. Anthony Annarino, President of the National Association of Physical Education, presented data indicating that Indiana ranks low in terms of the amount of physical education required at elementary and secondary levels. He urged that ~~minimums~~ be raised. The current 20 minutes one day per week requirement at the elementary level--1 semester during grade 7 and 1 semester during grade 8 requirement and 1/2 year for high school requirements are in effect. He indicated that motor patterns are developed at age 4 and coronary risk factors develop in children as early as age 7. He stated that peer acceptance and peer approval are determined by the physical and athletic ability exhibited by the student.

The desired relationship of physical education and health programs to a competitive athletic program was graphically represented. Currently the emphasis is reversed with not enough emphasis given to the physical education which provides the individual with skills they can use throughout their life. (Declining enrollments impact on physical education programs.) Dr. Annarino recommended:

1. that Rule C-1 be amended to increase the time for P.E. to 75 minutes in all grades/week,
2. elementary teachers have physical education endorsements,
3. physical education majors have a second teaching area,
4. there should be a concentration on activities which focus on lifetime sports,
5. there be a cognitive element to physical education,
6. all coaches be licensed teachers, be certified in P.E. or have a coaching endorsement,
7. leadership in physical education is needed at the state level. Indiana is among the few states not having this leadership.

John Friend reminded the group that at present elementary physical education is practically nonexistent in the majority of Indiana schools. He feels citizens should not have to choose between athletics or physical education. Indiana is attracting athletic ventures and should provide a model for physical education in its public schools.

Responses to questions from commissioners allowed the following conclusions to be drawn:

1. Funds are needed to get hard data verifying the need for an additional hour of time per week for physical education.
2. Adequate facilities for an expanded physical education program are probably available except in older elementary schools. Classrooms could be used for physical education for younger students.
3. The idea must be sold to the public before legislation will provide the support. At present, the State Board of Health collects data which would be helpful to determine education needs but does not monitor progress. A national forum on fitness is planned.
4. The group concluded that there are physical education programs but not an effective means to assess their effectiveness.

Dr. Patrick Gavigan, in charge of innovative programs from the Department of Public Instruction, was introduced. Over 200 new programs have been implemented since 1966. Indiana's Dissemination Network has established the criteria by which innovative programs would be evaluated before dissemination. Because of the expense involved in using the national validation process, Indiana's programs are not represented in the National Data Base. The decision was made by the state to limit expenditures of federal funds in promoting Indiana programs to other states.

The Indiana Facilitator Network was put in place in 1974-76 along with a National Dissemination Review Panel operating through the facilitator center at regional sites in the state. Nationwide, 290,000 students have used NDN programs.

The legislature did not include funds for the regional facilitator services during the last year, therefore they receive funds from federal sources on a year-to year basis and there is no system of routine coordination. The DPI chose not to be a part of Chapter 2 grants, therefore, the regulation of innovative programs is no longer present nor are there additional opportunities in providing inservice activities.

Following the lunch break, the meeting reconvened at 1:15 p.m. Jean Bush reported on the all-day kindergarten program of the Evansville-Vanderburgh County schools which started in 1978-79. This program provided one teacher and one aide for each 35 students for an all-day period in some schools. In order to evaluate the all-day program, data were collected through questionnaires, opinionnaries, report card information, standardized, criterion referenced tests. The results demonstrated that the all-day programs had positive impact on work habits, independence, socialization, basic skills and science, and self concept. The Evansville schools plan to implement the full-day kindergarten in all schools as funding is available.

Dr. Grayson Wheatley from Purdue University described a collaborative effort of the Univerisity with the Elwood schools. He emphasized that curriculum is an area in which the money spent can provide the greatest impact. The approach in mathematics education which he described is a change from rule-oriented to process-oriented and includes reasoning, thinking, and problem-solving. Test results yielded significant gains from this approach. Eight additional corporations are interested in implementing a similar program. Dr. Wheatley recommended funding innovative program through joint partnerships between schools and universities. He stressed that curriculum development should be an on-going effort involving teachers at the local level and determined according to local needs. The impact of any curriculum change would be most certain when at least 60 percent of the funding was set aside for inservicing teachers in the newly developed curriculum. He also recommended that release time be provided teachers expected to be involved in implementing new curriculum; that changes be implemented at varying levels in a system simultaneously; and that all changes be strongly supported by the administration of a school system.

Commissioners were presented with information on vocational education which they had the opportunity to review and critique.

The document on vocational education received input from the audience and will be revised for another review. Information on the percentage of funding recieved by schools for vocational education was requested.

Bill Wilkerson reported that there had been significant growth in nonclassroom administrative personnel related to vocational education.

A document on curriculum was circulated.

Bob Jones asked that each commissioner provide a critique of the material summarized and mail it to his office.

Future meetings are scheduled on June 6, July 11, and August 15. The agenda committee will meet May 11.

GOVERNOR'S SELECT ADVISORY COMMISSION
FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

June 6, 1984

Room 401-8 State House and
Indiana Senate Chambers

The meeting was convened by Chairman Hanni with the following members present: Tom Hession, Eleanor Laffoon, Marjorie Meyer, Dennis Neary, Marilyn Schultz, Marilyn Sowers, Lloyd Taylor, and Phil Warner. Members of the Resource Panel included Robert Dalton, George Swafford, Jean Black, Ken Simmons, Robert Thornberry, Bill Hadley, and Richard Beerbower. The minutes of the May meeting were approved as submitted.

Carole Savitsky explained Issue 10 which addresses examples of effective public input process at the local level. She introduced Marilyn Sowers, Commission Member, who had attended the National Conference for Education in Indianapolis in December, 1983. Following that conference, she was appointed to a Steering Committee for the Richmond schools. This Committee held two meetings on "Education as a Local Priority." As a result of those discussions, study groups were organized for the fall of 1984 for the purpose of studying each of the concerns voiced by participants at the meetings. Mrs. Sowers also noted that several business partnerships have been formed in that area of the State.

Jack Peterson, Executive Director of the Indiana School Boards Association, reported that a statewide survey indicated that all school boards had some process for public input. He distributed a handout entitled, "Public Input Into Policy Develpment" which explained the policy--making role of school boards and the managerial role of school administrators. Both groups have formal and informal channels for input from the public which have impact on the development and adoption of local public policy relative to public education. He stressed the importance of a single responsible body who must make final decisions and must be held accountable to the public-at-large.

Dr. Robert Dalton, superintendent, Kokomo Center Township Schools, described a "crisis" situation of changing boundaries in his school districts. He noted the importance of communication with the public and stressed that there had to be adequate time for dialogues and that target dates must be established. Media coverage throughout the process kept the public informed and support from the public evolved as the dates for decision drew nearer.

Dr. Lyndon Hill, superintendent, Eastern Howard County School Corporation, provided commissioners with copies of the Excellence in Education at Eastern program. This was not an issue-specific process but rather a plan for on-going input from the public. He described the planning, design and action phases of the program and said that it was based on an industrial-type model which is most effective when committees are provided with continuing responsibilities.

Dr. Ethan Janove, from the Institute of Community Education Development (ICED) at Ball State University, emphasized the importance of citizen support and involvement at the building level through the use of a steering committee. He identified the basic assumptions, goals and outcomes of "Principals + Citizens = Better Education." Don Small, Executive Director of the Elementary School Principals Association stated that the steering committee's concept allows the principal to be better informed about the wishes of the community. Max White, an elementary school principal, explained his association with steering committees. An end of the year assessment of the program indicated that a greater level of understanding between school personnel and community members by those having been involved at the test sites was apparent.

Following a break, Harley Bierce, Executive Director on the Indiana Congress on Education, provided a historical perspective on the development of the Congress. He stated that its major focus is to build consensus among groups through statewide meetings The state was divided into 14 economic regions with 18 key people in each region. A Futures Committee submitted a report and set of recommendations focusing on Educational Achievement. These recommendations included: development of statewide student academic competition; student recognition for educational excellence; home/school/community partnership for educational excellence; and research for educational excellence. The Congress is now in the process of implementing the recommendations of the Futures Committee.

Response from the audience and commissioners brought forth a suggestion that the Congress might develop more focus and feed information to and from policy-makers at the local level. It was noted that changes are occurring in the rural areas formerly insulated from educational change. Also, it was concluded that it is important for the State to keep the public interested in the importance of education and to keep the public's attention focused on schools.

Kenneth Simmons provided the Commission with a proposal for a 7-year base salary schedule designed to attract highly qualified persons into the profession through a higher beginning salary which would top out at the end of a 10-year period. The plan was distributed. John Sinks will outline the legislative requirements for the implementation of this or any other plan.

Bill Wilkerson reported on the priorities given to the targets and goals of financing education as determined by the Commissioners. The goals were prioritized as follows:

1. All pupils, regardless of geographic location, should be able to receive sufficient funds to provide an adequate education.
2. The distribution formula should be specifically predictable on a year-to-year basis, and generally predictable for longer periods of time, to allow for appropriate planning.
3. The adequate educational program to be guaranteed by the state should include all necessary and required programs as special education, vocational education, compensatory education, bi-lingual education, guidance and counseling, and media services.
4. The financial plan should not be limited to current operation only, but should include transportation and facilities.
5. Major factors which vary among districts but impact upon local costs, such as teacher training and experience levels, utility costs, pupil growth or decline, and racial segregation situations, should be recognized in the state program.

6. Pupils differ in terms of educational needs and the state program should recognize that expenditures, to satisfy those needs, will vary.

6. Differences among districts, which cause the costs of resources to vary, should be recognized by the state program. Among factors causing differences are sparsity or density of population and "cost-of-living".

The targets were prioritized as follows:

1. To increase entry-level salaries of teachers.
2. To provide increases over present funding levels with local discretion on usage of increased funds.
3. To reduce class size.
4. To reward schools/staff which demonstrate superior performance.
5. To provide incentives related to performance of teachers/administrators.
6. To assist local school corporations to cope with utility cost increases.
7. To increase the level of certified staff salaries "across the board."

Following the luncheon recess, Marjorie Meyer reconvened the meeting. Dr. Harold Negley outlined several reasons why students exiting from Indiana schools might need some literacy in a foreign language. He suggested that schools should be alerted to the need to incorporate foreign language as a local requirement. Universities would need to identify schools which adopt a local requirement for a foreign language in order to plan the preparation of adequate numbers of teachers. It was suggested that instruction might start in the lower grades.

Jean Bush explained a position paper on Vocational Education, giving the history of vocational education in Indiana (copies available). The series of policy questions were discussed, but no recommendations were made.

A letter from Dr. John Feldhusen was read by Carole Savitsky. It listed the priority for funds for gifted and talented students. A residential school was suggested only after adequate funding is available and programs for gifted and talented students have been established at all levels in the schools throughout the state.

John Harrold, Division of Curriculum, DPI, explained the history of Gifted and Talented Education federal grants and how the state has added to the concept.

Rita Broadnax, consultant for Gifted and Talented Programs from the DPI, explained that the program grants are now available. She indicated that no Indiana schools have programs for gifted and talented children which continue from K through 12. She also noted that the DPI sponsors a Gifted and Talented Inservice program through the four state universities known as CADRE where LEA's are provided with inservice instruction for teachers. From the materials distributed, commissioners were alerted to the materials explaining Rule 4. This rule allows school corporations to apply for waivers of rules governing regular school programs which may be restrictive to gifted and talented students. Section 3 Waiver B.2 allows high school credits to be given for gifted and talented students below Grade 9. (Handouts provided.) Dr. Harrold then explained the 1984-85 Gifted and Talented Programs.

Concern was expressed that there be a more precise way to identify gifted and talented students; that the impact of a special licensing endorsement be determined and other related issues. It was suggested that an advisory council be used to determine issue priorities.

Ken Simmons, speaking on EERB, suggested that an administrative oversight committee be created by the governor to review the functioning of EERB through holding a series of meetings to allow public input. He suggested that the law (P.L. 217) be followed as written--not as interpreted. Joe Pearson expressed concern that students' rights are not protected under the current functioning of the law.

Doyle McAllister asked that time be allowed at a future meeting to present other viewpoints on the functioning of the law and EERB.

Charles Fields supported the suggestion that a citizen's group should address whether the law is working to serve the best interests of the citizens.

The next meeting is scheduled for July 11, 1984 in Room 601, State Office Building (the Industrial Board Hearing Room).

GOVERNOR'S SELECT ADVISORY COMMISSION FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

July 11, 1984

Room 601, State House

The meeting was convened at 9:00 a.m. by Robert Hanni, Chairperson, with the following members present: Phil Warner, Lloyd Taylor, John Friend, Marilyn Sowers, John Sinks, Eleanor Laffoon, and Tom Hession. Members of the Resource Panel in attendance included: Robert Dalton, Richard Beerbower, George Swafford, Ken Simmons, Robert Thornberry, Jean Black, Bill Styring, Bill Hadley and Tom Rosenberger. Staff involved were Bob Jones, Bill Wilkerson, Phillip Peak, Merle Strom, Jean Bush and Carole Savitsky.

The meeting opened with a focus on Issue 12 and an introduction of presenters by Jean Bush. An overview of non-public education in Indiana was provided by William F. Miller, coordinator of federal programs from the Indiana Department of Education (IDE). He has been serving in an informal capacity as contact from the IDE with the non-public schools. He stated that current plans provided for representation from the non-public school sector on the Advisory Committee of the IDE. Plans are being made to establish more formalized relations between the IDE and these institutions. Non-public educational units are not presently monitored by the IDE. They may seek accreditation on a voluntary basis under the same standards as are in effect for public schools. Non-public schools may request federal funds from Chapter I and II if they so desire. Mr. Miller distributed "Indiana's Curriculum Related Rules" and a U.S. document entitled, "Private Elementary and Secondary Education, Final Report: Volume 2" to Commissioners.

Jeff Zaring, legal counsel for the Department of Education, distributed several documents including part of a study of the state's relationship to non-public education (Exhibit 3). School attendance is required of children between the ages of 7-16. Children educated outside the public system for schools are required to be provided with equivalent instruction. The state system for accreditation of schools is voluntary for non-public schools. If schools seek accreditation, state requirements for curriculum and enrollment, attendance and withdrawal data are expected. Accuracy of the data reported by those units voluntarily seeking accreditation was thought to be high, according to Zaring. It was noted by Robert Dalton that present statutes place the responsibility on superintendents to determine the equivalency of instruction for any student entering public schools from non-public schools since curriculum requirements are not imposed on non-public schools not choosing accreditation. The same equivalency of instruction must be established for out of state students. Mr. Zaring distributed data (Exhibit 4) which indicated an increase in non-public school programs from 1972-82. It was noted that some non-public schools seek accreditation through other organizations. Robert Thornberry reminded the group that at present the law does not define equivalent instruction or give the responsibility of determining it to any group. He urged the Commission to impose standards on all schools. Mr. Zaring stated that there have not been any court cases in Indiana which contest the existence of "home" schools.

Pastor Eugene Brunow and Dr. Al Tieken, representing the leadership of the Indiana Nonpublic School Association, presented a paper focusing on the cooperation between public and nonpublic schools. They stated that about 11.5% of Indiana's school age students attend nonpublic schools in grades K-12 through more than 600 schools which enroll approximately 100,000 students in their institutions. "Less than one-third of these schools choose to be accredited by the IDE." They emphasized the extreme diversity in structure and degree of cooperation of non-public schools with local public schools. "Excellence in learning, commitment to the tradition of their faith, support of family life and values, and service to the community and the poor," were identified as goals of non-public schools. Shared facilities, programs, weekday release-time programs and sharing of concerns among administration and teachers, were given as examples of cooperation. The education of future generations was identified as the common goal shared by public and non-public education. They urged that partnerships be encouraged between students, parents, teachers, administrators, and policy-makers to enhance the quality of education in Indiana.

Dr. Richard Forsythe, Director of the Center for Instructional Services, addressed the role and function of non-school resources in enriching education. He stressed the importance of bringing outside resources into school systems through telecommunication technology. As a cost effective approach to instruction, he cautioned the group not to concentrate attention on any one technology or any particular hardware system. He urged the group to consider more centralization of curriculum and sharing of resources through such agencies as AIT (Agency for Instructional Telecommunications) and IHETS (Indiana Higher Education Telecommunication System), public radio and cable services as information systems to increase the quality in instruction (paper to be sent to commissioners).

Following a break, Bob Jones introduced Kent McGuire from the Education Commission of the States, Denver, Colorado. He addressed Issue 11, the relationship of finance to quality of education. He stressed there are many unresolved issues and little empirical data. There is some evidence which indicates that the following factors tend to enhance quality:

1. More money for earlier grades,
2. Consideration for training and experience of teachers
3. Extra compensation for areas having a high concentration of disadvantaged students.

To date, there is no measure that determines whether merit pay or career ladders provides increased motivation for teachers and hence increased results. On the basis of the literature on effective training, he urged the distribution of funds be based on: better use of instructional time; promoting leadership of principals; correlating school and teacher goals; and gathering longitudinal data where effective practices are found. The focus of school finances should be on what can be done to make the process more effective.

Examples of exemplary programs in several states were provided. Characteristics of these systems for state aid to local districts should be:

1. sensitive to local level's ability to pay,
2. less concerned about wealth disparities,

3. simple--includes incentives not just mandates--such as small planning grants for innovation,
4. capacity for evaluation to be done at the local level.

Following the luncheon recess, Robert Hanni reconvened the meeting. Drs. Robert Lehnen and Carlyn Johnson from IU's School of Public and Environmental Affairs provided an Analysis of School Finance Formula. The historical development of the present formula was explained. Data were provided. (See enclosures) The conclusions reached from these data were:

1. reform of Indiana education will require increased expenditures,
2. an increase of 32% is projected for Indiana to reach the national average,
3. an increase of input into education should yield improved quality,
4. Indiana is now behind most industrial states and falling further behind; the State should share in the cost of the reform.

A final analysis will be forthcoming to the Commissioners by October 1.

They urged that increased property taxes be allowed and that local control be allowed in the restructuring of the formula.

Dr. John Harrold provided an overview of the State Curriculum Improvement Program, a development Plan for the Proficiency Guides and an Organizational Chart for Phase II of the Curriculum Improvement Program. The process outlined will provide a continuous circular system of accurate and timely communication which can be reviewed and analyzed to determine necessary revisions. It allows for a local model which coordinates the input from parents, educators, and other agencies and support systems. Curriculum has external and internal influences and should be based on the institutions's mission. The system described is a mechanism managed by the Department of Education which will channel down the State Board of Education's established objectives and standards and channel up the local corporation's assessment of goal attainment and related educational needs through a partnership at both state and local levels.

Robert Hanni announced that the next Commission meeting would be held on August 15 in the evening and all day on August 16th at a site to be announced at a later date. A date was established for the September meeting as September 19.

The Agenda Committee will meet at Purdue University on Friday, July 27 at 1:30 p.m.

The meeting adjourned at 4 p.m.

GOVERNOR'S SELECT ADVISORY COMMISSION FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

August 16, 1984

Indiana Memorial Union
Bloomington, Indiana

The meeting was convened by Robert Hanni, Chairman, with the following members present: John Friend, Tom Hession, Eleanor Laffoon, Marjorie Meyer, Marilyn Schultz, John Sinks, Marilyn Sowers, Lloyd Taylor, and Phil Warner. Members of the Resource Panel included Ken Simmons, Frank Morrison, Jim Mesler, Dick Beerbower, Chuck Mayfield, Bill Hadley, and Jean Black. Staff included Bob Jones, Bill Wilkerson, Phil Peak and Jean Bush. The minutes of the July meeting were approved as presented.

The next Commission meeting was scheduled for September 19-20, 1984, at Purdue University in West Lafayette. The meeting is to begin at 10:00 a.m. on September 19. The next meeting was scheduled for October 23, 1984.

At the suggestion of Chairman Hanni, Bob Jones introduced Norbert L. Woolley, representing the Indiana Congress of Parents and Teachers, who distributed copies of a survey of the PTA membership showing that the majority of their members do not favor a lengthened school day or school year. They are in favor of mandating kindergarten; limiting class sizes; competency testing for remediation, promotion and high school graduation; requiring three years of mathematics and one year of computer science; granting of high school diplomas for different levels of competency; requiring higher standards for those wishing to enter the teaching profession; increasing teachers' salaries and an annual evaluation of teachers with the pay scale to be based on evaluation. They are not in favor of requiring three years of science for all high school students. Mr. Woolley said that the PTA would like more opportunity to provide input in the future on any studies being considered to change school structure and indicated interest in helping the Commission with recommendations.

Discussion following the testimony indicated that legislators feel that computers should be used in all areas of education. Adding to basic support as opposed to providing categorical grants was suggested by Marilyn Schultz as a means of improving quality.

Dr. Jones introduced Dr. J.B. Kohlmeyer, who gave a short oral history of school finance in Indiana, beginning with the Constitution of 1851. He identified four important considerations which influence policy as it is formulated in preparing budgets for school finance: (1) facts; (2) what are thought to be facts; (3) tradition; and (4) values. He stressed the need to make sure all funds earmarked for education be made known to all taxpayers--"money on top of the table, not underneath." Dr. Kohlmeyer stated that the public is concerned about the product of the public school system. He presented computer charts showing various aspects of school budgeting per Adjusted Average Daily Membership (AADM). He went through the process for developing a school formula, and distributed copies of an Illustrative Budget Worksheet. Dr. Kohlmeyer also suggested the creation of a Local School Improvement Council composed of teachers, administrators and representatives of the public to administer grants to accomplished researchers for innovative activities.

The group discussed the need for administrators to have a predictable budget. It was noted that cash balances have declined, a reserve fund might be needed if projections are miscalculated, disparity has been found in per pupil expenditures among corporations. The financial demands may be insatiable.

Dr. Kohlmeyer encouraged Commissioners to be innovative with recommendations for financial support of schools, however, he noted that in order to innovate "you must have freedom to do anything you want."

Dr. Wilkerson orally submitted the latest rankings of objectives by commissioners. They are as follows:

1. All pupils, regardless of geographic location, should be able to receive sufficient funds to provide an adequate education.

2. The distribution formula should be specifically predictable on a year-to-year basis, and generally predictable for longer periods of time, to allow for appropriate planning.

3. Financial support for the total educational program should be a function of the wealth of the state rather than that of the local school district.

4. Major factors which vary among districts but impact upon local costs, such as teacher training and experience levels, utility costs, pupil growth or decline, and racial segregation situations, should be recognized in the state program.

5. New or additional programs and services resulting from federal or state legislation, court decisions, or rules and regulations, should be accompanied by mechanisms to raise the necessary funds to implement.

6. The state plan should not keep local districts from raising additional local funds for programs and services which are deemed desirable by constituents of the district.

7. The adequate educational program to be guaranteed by the state should include all necessary and required programs such as special education, vocational education, compensatory education, bi-lingual education, guidance and counseling, and media services.

He followed this by providing Commissioners' ranking of targets. They are as follows:

1. To provide increases over present funding levels with local discretion on usage of increased funds.
2. To increase entry-level salaries of teachers.
3. To reduce class size.
4. To provide incentives related to performance of teachers/administrators.

5. To reward schools/staff which demonstrate superior performance.
6. To increase the level of certified staff salaries "across the board".
7. To assist local school corporations to cope with utility cost increases.

He noted that some Objectives and Targets conflict.

Ken Simmons suggested that the Distressed School Fund should be studied since the $1.2 million is used for only two schools on a continuing basis. The funding for those schools could be raised one time and funds allotted for the Distressed School Fund added into the funding base. It was pointed out that a higher degree of equalization would be desirable.

Following a lunch recess, Mrs. Meyer presided over the discussion on finance. There was tentative consensus that the major issues to be addressed regarding finance would be the amount of funds to recommend and equalization in funding. Cost of living and fringe benefits offered by corporations are factors affecting comparing expenditures data of corporations. Any efforts toward equalization would tend to take away some of the local control now available to corporations. Dr. Wilkerson suggested that in view of the priority given to objectives, the Commission try to deal with the equalization issue first. He summarized the draft copy of the Johnson-Lehnen report. It shows that spending levels for education are below the national average, the disparity in the spending of corporations is the same as it was in 1973. It outlines a foundation program of $2.50 minimum property tax levy with a spending increase cap. After a corporation reaches the $2650, the state should be responsible for 60% of the costs.

Phil Warner suggested that all excise tax collections go into the General Fund and be distributed to schools. It was also suggested that in order to begin school equalization, the low 3% of the school districts should be dealt with each year, thereby closing the gap over a five-year period.

Representative Warner made a motion to "Find ways to increase funding for the bottom 3-6 school corporations having the lowest capacity to raise funds and reduce those at top to try to equalize expenditures." Lloyd Taylor asked that the motion be amended to eliminate reference to reducing the funds for the top school corporations. The amendment was seconded by Eleanor Laffoon and adopted. The motion as amended was seconded and adopted.

A motion was made by Warner that "Local school boards be given the leeway of providing funds and that a local property or income tax be levied." The motion was seconded by Laffoon and adopted unanimously. Tom Hession commented "When General Fund dollars are awarded, it is difficult to be assured as to how they will be used."

Ken Simmons offered to review records of the Control Board to determine how the issuance of Distressed Funds is affecting the spread in corporation's capacity to spend.

The group was reminded that the objective with second priority was predictability, however, no suggestions as to how this could be accomplished were forthcoming.

During discussion of Issue #10, "A review of local school examples which develop effective public input process at the local level on educational policy," a motion was adopted to include the following before the printed recommendation: "Different communities deal with the public input process in different ways, some more effectively than others. The responsibility for initiating the process rests with the school board, the faculty and the school administration." The recommendation agreed upon was as follows: "The Commission encourages local units to continue in their efforts for providing effective public input into the educational policy-making process."

During discussion of Issue #13, a motion made by Mrs. Meyer was adopted. It recommended that #1, "The North Carolina Residential School for gifted and talented appears to work well in North Carolina, but a similar school is not recommended for the State of Indiana."

A motion was made by Warner, seconded by Sowers and adopted, to add the following to Recommendation #1, and made it Recommendation #2: "It is recommended that there be more coordination of resources by the Indiana Department of Education for the benefit of gifted and talented students and that close working relationships be fostered between the public and private colleges and the public schools."

A motion was also adopted to include the following recommendation: "It is recommended that adequate funds be provided for the establishment of programs for gifted and talented students in grades K-12 which are accessible to all prospective students. If a child is identified as gifted, the parents should be guided in locating a suitable program."

It was decided that more information is necessary on evaluation procedures before a recommendation can be made as to identification of gifted and talented children.

The meeting was adjourned because of the absence of a quorum.

GOVERNOR'S SELECT ADVISORY COMMISSION
FOR PRIMARY AND SECONDARY EDUCATION

MINUTES

September 19-20, 1984

Room 326, Stewart Center

The meeting was convened at 10:30 a.m. by Marjorie Meyer, Vice Chairperson, with the following members present: John Friend, Eleanor Laffoon, Lloyd Taylor, Marilyn Sowers, Marjorie Meyer, Tom Hession, Phil Warner and Dennis Neary. Representation from the Resource Panel included Jean Black, Richard Beerbower, and Frank Morrison. Staff present included Bob Jones, Jean Bush, Carole Savitsky, Phil Peak, Merle Strom and Bill Wilkerson.

Packets containing recommendations for consideration were distributed to all present.

Issue #13 was the first to be reviewed. In addition to the two recommendations approved at the August meeting, four additional ones were approved through a motion by Lloyd Taylor and seconded by Phil Warner. They are as follows:

(1) It is recommended that all school corporations be urged to assist all personnel in creating an awareness of the characteristics of gifted children, implementing appropriate instructional activities for gifted children within the class-setting and to locate and develop challenging, individualized instructional activities for gifted and talented children.

(2) Since IDE is currently revising identification guidelines for use in the schools, it is recommended that personnel involved with the identification of gifted and talented children refer to these guidelines to assure the use of systematic procedures throughout the state.

(3) It is recommended that funding be provided on a continuing basis for Summer Institutes for gifted and talented students at selected state colleges and universities.

(4) Appropriate state funding should be provided to continue existing programs and services and to permit necessary expansion of gifted and talented programs.

Commission members asked that background material state that the group is cognizant of the fact that programs for the gifted and talented might be beyond the capability of individual school corporations. In the discussion of the issue there should be a suggestion which encourages coordination of resources for rural areas.

Other discussion indicated that the group favored continued funding through a weighted formula. Kim Powers stated that currently there are continuation type grants available. It was agreed that school corporations needed help in identifying gifted children.

Issue #9 was presented by Bill Wilkerson who distributed results of data collected on the numbers of administrative, supervision, guidance and auxiliary personnel in Indiana School Corporations, 1972-73 to 1983-84 collected from a sample of nine school corporations. There appear to be several valid reasons for the increase, most of them relating to changes in society and the resulting demands placed on schools. It was noted that the trend showed some sign of reversing in 1981-82.

Lloyd Taylor made a motion which was seconded that the following recommendation be approved. "The Commission recommends that school management teams continuously evaluate areas where merging of services and personnel might reduce the number of professional non-teaching positions and make budgeted funds more cost effective." The motion carried.

Issue #10 was addressed next by the group. The recommendation approved at the August meeting was felt to be the only one necessary in dealing with this issue.

There was discussion of the proposed recommendation for Issue #12. One was not considered as relevant to this issue but might be considered more appropriately placed in Section 6. It was suggested that a partial list of examples of non-public, not-for-profit and for-profit educational programs be drafted to illustrate programs that might enhance quality be presented to the Commission for review in October. It was acknowledged that a comprehensive list would be quite varied and infinite.

In further discussion of Issue #12, it was noted that it is the State's responsibility to provide education, but it is the parents' responsibility that it be received. The concern seems to relate to the equivalency of instruction provided outside of public schools that must be evaluated by the admitting administrator as a student enters the public schools. Present legislation does not allow the state to know if there are students not attending public or non-public schools since the definition of a school is obscure and ill-defined.

The following recommendation was adopted through a motion by Phil Warner and seconded by Lloyd Taylor:

(1) It is recommended that local school corporations explore possibilities for contracting services from non-public or not-for-profit and for-profit educational programs which would enhance the cost effectiveness of the total school program. The following are offered as examples: Cosmetology; Driver Education; Special Education services through community agencies; mental health services.

Following a lunch recess, the group convened at 1:30 p.m. with Marjorie Meyer presiding. An issue identified in Section 6 A&B was moved to Issue 12 and discussed as a continuation of that issue. Consideration was given to the advisability or need to devise a statewide organization to encourage formation of not-for-profit organizations to promote, aid and encourage educational goals. Bob Hanni commented that we do not have data to support a recommendation. The second issue under discussion was added to Issue #12 through a motion by Phil Warner which was seconded. There was consensus to adopt the following recommendation:

(1) It is further recommended that mechanisms be developed to foster the expansion of educational cooperatives and that the General Assembly provide the means for them to be financed.

Bill Wilkerson reviewed the material provided to Commissioners regarding Financing Elementary and Secondary Schools. It was noted that state and local percentages of support have reversed from 1/3-2/3 to 2/3-1/3. He provided data on the functioning of the formula presently adopted and of the slippage that has occurred more than a decade ago which has not been recovered. The present formula discriminates against growing school districts. Critics of the system maintain it is too rigid. Dr. Wilkerson explained why comparisons are difficult to make across states. He noted that Indiana's capacity to finance government has declined substantially in recent years but what is collected goes primarily to education. There is little proportionately spent for other state services.

Dr. Wilkerson explained the ranking of the objectives and targets made by Commissioners and their relationship to the statistical data presented. He identified several desirable characteristics of a formula that might be reached through revisions to the present formula.

The group discussed the relationship between cost and quality and the need to be sensitive to market conditions when determining a differentiated salary scale for teachers. It was also noted that there is an inefficient use of resources when teachers are only used 3/4 of the year. Alternatives were discussed which included extending employment opportunities of teachers.

There was consensus that recommendations from this group should include the design of a specific funding formula. There was also agreement that funding increases be phased in over a period with salaries for beginning teachers being given first priority.

Following a break, the group examined long-range goals. Charles Mayfield noted that the proposals under consideration would not allow corporations to receive less than they did before restructuring. A motion was made by Phil Warner and seconded by John Friend that the six specific goals listed in the document be accepted.

The motion was adopted unanimously. These goals will become the basis for recommendations. They are listed as follows:

(1) The formula's measure of educational need, whether pupils or instructional units, must have a dollar value high enough to provide that all pupils in the state have access to those resources which will buy a complete, quality educational program. It is inherent that salary levels should be increased.

(2) The need measure must be modified to account for differences in identified educational need of pupils in the 304 school corporations. It also should be responsive to other factors which will vary the cost of delivery of a comprehensive, quality program throughout Indiana. Weights should be added for identified disparities.

(3) The formula should be structured so that differences in local capacity to raise funds are negated, and so that local tax rates will be similar for all those corporations with similar programs.

(4) Local corporations should be permitted to raise additional funds to implement local choices. Care should be taken that such local leeway is not allowed to greatly distort other equalization aspects of the formula.

(5) The formula should be flexible enough so that it is responsive to social, economic, and demographic changes, yet should allow for general long-range planning.

(6) Part of the financial program should consist of categorical grants for incentives for improvement, whether for individual staff members or for schools as an entity. Other categorical grants may be necessary to fund any mandates which arise.

There was discussion of a school improvement approach used in Dallas based on providing incentives for improvement. Grants with locally established criteria were also suggested. The role of the parent in reducing the drop-out rate and a career ladder plan were discussed.

A request was made that Wilkerson and Mayfield study recommendations already made with reference to the Career Ladder concept.

The meeting was recessed until 8:00 a.m., September 20th.

Thursday, September 20, 1984

The meeting reconvened with Marjorie Meyer presiding. The first component of Issue 1, P.L. 217 and IEERB, was discussed. A motion was made by Lloyd Taylor and seconded by Marilyn Sowers to include the following in the narrative:

(1) The Commission recognizes the need for a vehicle for dialogue (forum) between professionals and school board members. We feel that P.L. 217 provides that forum, however, it has not worked well in practice, often resulting in disruption in the educational system. However, since the law has not been implemented as written, it is difficult to make suggestions or recommendations.

(2) Collective bargaining as practiced in Indiana has been a barrier to the implementation of improvements which would produce the best educational result in our schools.

The group asked that the intent of the law, Part A-B-C also be included in the narrative.

The second component of Issue 1 was competency testing. A motion was made by Marilyn Sowers and the group adopted the following recommendation:

Competency Testing

We support statewide competency testing but urge that the tests be used for maximum benefit for education of all students. We cite the Ideal Process in Jacksonville, Florida as an example of several benefits of one test and urge the Board of Education to study it as a model for Indiana.

Textbooks

Discussion of Issue 1 next centered on Textbooks. Problems relating to equality in access to texts were discussed. Cost and accessibility of use issues were identified. A motion was made by Lloyd Taylor and seconded by John Friend. The following recommendation was adopted:

It is recommended that a system be devised which provides all students with access to required texts, and if the funds are to be provided locally that they not be derived from the local corporation's general fund.

A motion was made by John Friend and seconded by Marilyn Sowers regarding a change in Indiana Code 5-3-1-3 and was adopted.

Annual Report

It is recommended that the present statute be changed to require all school corporations, regardless of size, to publish only general categories of their annual report of receipts and expenditures.

Discipline

A recommendation on discipline was felt to be best placed under Section 6 of the statute as the report is assembled. The intent of present statutes on discipline is for the schools and the courts to cooperate. It was noted by Marjorie Meyer that schools have access to prevention type programs and suggested they be given consideration periodically. The following recommendation was adopted:

We encourage the Board of education in its efforts to solve disciplinary problems within the state and it is recommended that the Indiana Department of Education undertake a program of technical assistance to school corporations and teachers.

Other proposed recommendations for Issue 1 were not approved.

Issues 2,3,4,7 and 8 were reviewed by Commissioners. After discussion, they were adopted by consensus.

Issue 2 - Curriculum

(1) The Commission recognizes the importance of basic subject matter and acknowledges the need for increased emphasis on language arts, science and mathematics. It also recognizes the need for education of the total child through appropriate emphasis on the arts, physical fitness and health, career and vocational education, and foreign languages.

(2) The Commission supports present efforts outlined by the Division of Curriculum and recommends that educational programs and services of the schools be continuously analyzed and revised so that they remain relevant to the needs of students and society.

(3) The Commission recommends that the state give appropriate support to the implementation of a process based curricula.

Vocational Education

(1) School administrators should place greater emphasis on school-to-work transition programs for the education-at-risk student aimed at increasing the potential for employability of these students who may be the least likely to make the transition easily.

(2) The Commission recommends that a comprehensive study be made of vocational education to determine whether the present system meets current educational needs and is appropriately funded. The study should be completed by a group outside of vocational education.

Physical Education

(1) It is recommended that there be state level responsibility for curriculum development and promotion in physical education.

Arts in Education

After information was reviewed and discussed, it was agreed that no recommendation would be made.

Issues 3 and 4--Innovative Educational Programs

The staff is to write recommendations to include need for better ways to disseminate information and any recommendations must include local initiative.

Issue 7--Teacher Certification and Continuing Education

No recommendation was made. The Division of Teacher Training and Licensing is performing well in this area. Information for the narrative was suggested.

Issue 8--Inservicing for Administrative Personnel

The following recommendations were adopted:

(1) Due to the rapid changes taking place in society, it is recommended that the State periodically review the competencies outlined for those in instructional leadership roles and upgrade them as deemed necessary.

(2) It is recommended that the Indiana Department of Education develop pilot programs which will focus on professional development and management training and evaluation of performance for principals and superintendents.

There being no further business, the meeting was adjourned. The next meeting of the Commission is scheduled for October 23, 1984 in Indianapolis.

GOVERNOR'S SELECT ADVISORY COMMISSION
FOR PRIMARY AND SECONDARY EDUCATION
MINUTES

October 23, 1984

Room 313, State House

The meeting was convened at 9:00 a.m. by Bob Jones, Staff Director, with the following members present: Marjorie Meyer, Eleanor Laffoon, John Friend, Marilyn Sowers, Tom Hession, Lloyd Taylor and Phil Warner. Representation from the Resource Panel included Richard Beerbower, Don Small, Steve Heck, Frank Morrison, Robert Dalton, Roger Williams and Bill Hadley. Staff present included Bob Jones, Phil Peak, Merle Strom, Bill Wilkerson, Jean Bush and Carole Savitsky. Other interested parties were in attendance. Robert Hanni joined the group later in the morning.

Minutes of the September meeting were distributed. A motion by Lloyd Taylor, seconded by Marjorie Meyer amended the minutes as follows: page 3, line 28 to read: "There was consensus that recommendations from this group should not include the design of a specific funding formula." The motion was adopted. The following corrections to the minutes were noted:

- page 2 line 10 insert "which was seconded..."
- page 3 line 2 insert "which was seconded."
- page 5 line 16 insert "Annual Report" as a heading.
- page 5 reorder placement of heading for Discipline to line 20

A motion to approve the minutes as amended was made by Marjorie Meyer and seconded by Marilyn Sowers. The motion carried.

Dr. Jones explained the organization of the report and the plan for inserting transitional material following the introduction and preceding the concluding section but before the appendix. Commission members suggested the following changes to the Introduction section:

- Include what the group tried to accomplish during its term of operation.
- Separate what was accomplished by the Commission from what action has been taken by the Department of Education during the life of the Commission
- Explain why certain issues are not addressed in this report
- condense the report as much as possible
- Include "learning to apply what is learned" as well as learning to learn as functions of education

Several editorial changes were identified. A transition section will be drafted.

Issues were discussed in the order presented, with consideration given to revisions in both the narrative and recommendation sections. In discussion of Issue I - part A, P.L. 217 the group determined that a recommendation was in order and would be drafted for approval later in the day. Concern centered around the interpretation and implementation of the present collective bargaining law.

Issue 1, B - Testing - From input solicited, it was decided that the emphasis should be placed on getting the maximum benefit from a testing program. A motion was made by Marjorie Meyer and seconded by Phil Warner to amend an earlier version. It was adopted and will read as follows:

(1) We support statewide competency testing but urge that the tests be used for maximum benefit for education of all students; evaluating student learning, identifying remediation needs, quality teaching and a school's effectiveness.

Issue 1, C - Textbooks. A motion by Eleanor Laffoon and seconded by Marilyn Sowers. accepted the recommendation as written. The motion carried.

(1) It is recommended that means be established to insure that all required textbooks be provided students at the various grade levels. It is further recommended that if funds are to be provided locally they not be derived from the general fund of the school corporation.

Issue 1, D - Annual report. A motion was made by Lloyd Taylor and seconded by Marjorie Meyer to approve the recommendation as written.

(1) It is recommended that the present statute be changed to require all school corporations, regardless of size, to publish only general categories of their annual report of receipts and expenditures.

Issue 2 - Curriculum. Discussion of recommendations brought forth a motion by Lloyd Taylor, which was seconded by Marjorie Meyer to amend a previously adopted recommendation to read as follows:

1. The Commission recognized that emphasis be placed on language arts, sciences, and mathematics. It also recognizes the need for education of the total child through appropriate emphasis on the arts, physical fitness and health, career and vocational education and foreign languages.

   The next recommendation on curriculum was accepted by consensus as previously approved with only minor editing changes and reads as follows:

2. The commission recommends that the Department of Education continuously analyze and revise its program of curricula and develop linkages between various disciplines and give appropriate support for the implementation of programs focusing on the development of higher order thinking and reasoning skills.

Through development of the narrative for Issue 2 and subsequent revisions of the first recommendation in this section, it was felt that the following recommendation was needed. John Friend moved and Phil Warner seconded the following motions:

3. It is recommended that there be state level responsibility for physical education by designating a coordination for curriculum and promotion of physical education.

The motion carried.

Recommendations on Vocational Education were approved through a motion by Marjorie Meyer and seconded by Lloyd Taylor. They now read as follows:

4. The Commission recommends that a comprehensive study be made of vocational education to determine whether the present system meets current educational needs and is appropriately funded. The study should be completed by a group outside of vocational education.

5. It is recommended that school administrators place greater emphasis on the transition from school to work, increasing the potential for employability of students completing vocational education programs. Following a lunch recess the meeting reconvened at 1:15 p.m. with Chairman, Robert Hanni, presiding.

Recommendations and narrative were accepted through motions made and seconded by Commission members in the following order.

Issue	Motion by	Second by	Action
3 and 4	Marilyn Sowers	Eleanor Laffoon	no recommendations
7	Marilyn Sowers	Eleanor Laffoon	no recommendations
8	Marjorie Meyer	Phil Warner	no recommendations
9	Marjorie Meyer	Phil Warner	approved
10 and 14	Phil Warner	Eleanor Laffoon	approved
11	Marjorie Meyer	Marilyn Sowers	approved

The recommendations are as follows:

ISSUE 9. GROWTH OF NON-CLASSROOM ADMINISTRATIVE PERSONNEL

(1) The Commission recommends that school management teams continuously evaluate areas where merging of services and personnel might reduce the number of professional non-teaching positions and make budgeted funds more cost-effective.

ISSUE 10 and 14. PUBLIC INPUT/POLICY MAKING

(1) It is recommended that school corporations continue in their efforts to facilitate and secure effective public input into the educational policy making process.

ISSUE 11. FINANCE

(1) It is recommended that a planned approach to refine the existing formula be implemented, over a period of five years, which would result in a funding system with the desired elements. This approach might start with special treatment for a relatively small number of school corporations with either low spending levels or high tax rates, and the number could be expanded each year.

(2) It is recommended that the General Assembly immediately find ways to increase funding for the bottom three to six school corporations having the least capacity to raise funds.

(3) It is recommended that the General Assembly consider career plans and reward systems for professional personnel, based upon experiences of other states, and determine which features of those plans best meet the needs and goals of quality education in Indiana.

(4) It is recommended that local school boards be given the opportunity to raise additional local funds from property or income taxes.

(5) It is recommended that a school improvement fund be established to provide incentives for implementing and for rewarding those individual school programs which can demonstrate improved performance.

A new recommendation was proposed for Issue 11 by Phil Warner. Bill Wilkerson and Merle Strom were asked to incorporate the ideas and present a draft later in the day. A final draft will be made by Bill Wilkerson. (See attachment. Issue 11, Finance, #6.)

In the discussion of Issue 12, it was noted that the emphasis in a part of the narrative was not reflected in the recommendations. The State's responsibility to the education of all children was identified. A motion by Phil Warner and seconded by Marilyn Sowers adopted the recommendations first presented.

(1) It is recommended that local school officials explore every possibility for contracting services from non-public, not-for-profit and for-profit entities to enhance cost effectiveness and improve quality.

(2) It is further recommended that mechanisms be developed to foster the expansion of educational cooperatives and that the General Assembly provide the means for them to be financed.

A motion by Marjorie Meyer and seconded by Marilyn Sowers accepted all of the recommendations on Issue 13 - Gifted and Talented as previously acted upon.

(1) It is recommended that there be more coordination of resources by the Indiana Department of Education for the benefit of gifted and talented students and that close working relationships be fostered among the public and private colleges and the public school.

(2) It is recommended that all school corporations be urged to assist all personnel in creating an awareness of the characteristics of gifted children, implementing appropriate instructional activities for gifted children within the classroom setting and to locate and develop challenging, individualized instructional activities for gifted and talented children.

(3) Since IDE is currently revising identification guidelines for use in the schools it is recommended that personnel involved with the identification of gifted and talented children refer to these guidelines to assure the use of systematic procedures throughout the state.

(4) It is recommended that funding be provided on a continuing basis for Summer Institutes for gifted and talented students at selected state colleges and universities.

(5) Appropriate state funding should be provided to continue existing programs and services and to permit necessary expansion of gifted and talented program.

(6) The North Carolina Residential School for gifted and talented appears to work well in North Carolina but a similar school is not recommended for the State of Indiana at this time.

Recommendations for Section 6 were adopted by consensus of the group as follows:

(1) We commend the State Board of Education for the current study of the nature of discipline problems which exist in the schools, and recommend that they establish a technical assistance program that would enable school personnel to more effectively deal with discipline issues.

(2) It is recommended that the Department of Education develop leadership training programs using models proven most effective in other states with a focus on the refinement of skills in management, instructional improvement and performance evaluation of personnel.

Following a break, a recommendation for Issue 1-A-P.L. 217 was presented. The intent is to make the existing law work better. A motion by Marjorie Meyer and seconded by Marilyn Sowers was adopted. Eleanor Laffoon abstained.

(1) The Commission recommends that a strong effort be made to improve the implementation of P.L. 217 and improve the application and functioning of the law. If this is impossible, it is recommended that the law be repealed. A "meet and confer" statute could be an alternative.

The new recommendation to be added as #6 to those previously listed under Issue 11-Finance, was presented for discussion. A motion by Phil Warner and seconded by Marjorie Meyer to adopt but allow staff refinement of the wording was made. The motion carried.

Chairman Hanni urged Commissioners to discuss concerns with staff regarding the editing of the report.

Bob Jones stated possible dates and arrangement for the presentation of the report to Governor Orr.

Chairman Hanni acknowledged services provided by staff, Commissioners and Resource Panel members. Lloyd Taylor moved and Marilyn Sowers seconded a motion to prepare a resolution commending the staff for their efforts. The motion carried.

The meeting adjourned at 3:45 p.m.

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THE INDIANA EDUCATORS INFORMATION NETWORK:

Select Questions and Answers

This article provides a thumbnail sketch of the IEIN dissemination network operations and developments. A question and answer format is used to provide for transition and clarity.

What is the IEIN all about?

There are five areas of project activity which when taken together best describe what the Indiana Educators Information Network is all about. Briefly, IEIN is working to improve educational dissemination practices and services by serving as:

- **A support system for educational improvement projects;**
- **A nationwide information search & retrieval system;**
- **A personalized linkage system for innovative educators;**
- **A prototype multi-task information management system for schools; and,**
- **A computer driven telecommunications and electronic mail system for local school staff.**

Who is involved?

IEIN draws support from staff at the local school district level, as well as staff from the Department of Public Instruction. Nine regional IEIN information centers have been established around the state. Each regional center is equiped with a computer and local staff have been trained to perform computer information searches for educators in their respective regions. Currently, IEIN information search services are provided at no cost to Indiana educators. Interested readers are encouraged to contact their regional IEIN office to obtain program specifics and/or to initiate searching services in their school. The locations, names of the regional coordinators and telephone numbers for each regional center are as follows:

What kind of equipment is involved?

Each IEIN office is equipped with a TRS-80 Model 16 microcomputer. Two factors led to the selection of the Model 16 for the IEIN. One, the Model 16 comes with floppy disk drives which can hold up to 1.2 million characters of data on a single floppy drive; and two, the Model 16 comes with both a Z-80, 8 bit microprocessor and a 68000, 16 bit microprocessor. Random access memory (ram) is expandable as well to 512k. Several centers are equipped with hard disk drives. These centers have data storage capacity up to 26.2 million characters. In addition to computers each IEIN center is equipped with a Hayes 1200 Smart Modem and compatible printers.

What kind of software does IEIN support?

IEIN software development has focused on improving telecommunications capacity of microcomputers. Major emphasis has been placed on modifying terminal and data base software which is suitable for the types of microcomputers found in the typical school setting. For example, IEIN's new Mo/dem sofware was developed to support local school remote access to IEIN files in the near future. Any micro which runs cp/m, is equipped with a RS-232 port and either a Hayes or equipvalent modem will be able to interact with IEIN systems. All that will be required is the new Mo/dem package and a line from "Ma Bell". Another sofware objective is to develop unix operating systems which will support files formated under TRSDOS, TRSDOS II 4.1, and cp/m. This will allow IEIN to down load program and text files between micros of varing manufacture and from one disk medium to another.

To this end, IEIN would suggest that local schools purchase a cp/m operating system for at least one microcomputer per building. The cp/m machine should be equipped with a RS-232 port, as well. TRS-80 owners should note that P&T cp/m 2.2 is preferred over the newest cp/m version soon to be vended by local Radio Shack Computer Centers.

What kinds of information is available from IEIN?

IEIN has access to national data base files vended by Bibliographic Retrieval Services (BRS). Of particular interest to special education practitioners are the Exceptional Child and the Instructional Materials for Education of the Handicapped data bases. Several special education programs have found the medical education data bases helpful in program planning. IEIN is building its own files as well. Current effort is being directed toward gathering data describing "Exemplary Programs & Practices in Indiana" (EPPI). The EPPI data base is scheduled to be introduced in September 1983 and will be searchable through the BRS system. IEIN expects many special education programs and materials will be included in the new file customized for Indiana educators.

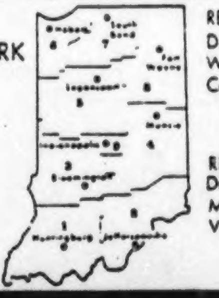
Can IEIN help improve curriculum coordination?

IEIN's goal is to promote and facilitate quality dissemmination services for education improvements. IEIN was designed to serve as a generalized delivery system for program information and for coordination of staff development efforts across school districts. To these ends we encourage interested readers to contact their IEIN regional representatives to find out for themselves how IEIN can be of service to their school district.

Contact: Dr. Patrick Gavigan, Division of Federal Resources and School Improvement, Indiana Dept. of Public Instruction, room 229, State House, Indianapolis, IN 46204, Phone 317-927-0296.

INDIANA EDUCATORS INFORMATION NETWORK Regional Coordinators

REGION 1
Mrs. Linda Lindauer
Southern Indiana
Educational
Center
812/482-3223



REGION 2
Dr. Ken Potts
Wilson Education
Center
812/282-8491

REGION 3
Dr. Elizabeth Wampler
Monroe County Area
Vocational School
812/336-4821

REGION 4
Dr. Ken Miller
Burris Laboratory
School
317/285-1131

REGION 5
Dr. Lynn Erb
Indiana Facilitator Center
219-722-1754

REGION 6
Mr. Robert Flach
Hobart Township Schools
219 942-2929

REGION 7
Mr. Paul McFann
Northern Indiana Service Center
219 294-2377

REGION 8
Dr. Doug Baug
Fort Wayne
Community Sc
219-425-7228

REGION 9
Mr. Robert M
National Mid
School Cente
317 [illegible]

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SPECIALNET - INSTANT INFORMATION

APPENDIX-D

SpecialNet is a communications network designed to provide up-to-the-minute information and instant communications for persons ncerned with services and programs for handicapped individuals.

Electronic bulletin boards provide current special education information. National bulletin boards include: FEDERAL, LITIGATION, RFP, CONSULTANT, EARLYCHILDHOOD, EMPLOYMENT, CONFERENCE, CSPD, MULTIHANDICAPPED, OMPUTER, EDTECH, TELEVISION, POLICY, PRACTICES, CONGRESS, OPINIONS, EXCHANGE, VISION, RURAL, EDUCATION DAILY, with new ones available from time to time.

These bulletin boards (BBds) tell what's happening in Washington, D.C. regarding special education (FEDERAL); describes court cases LITIGATION); lists requests for proposals and grants (RFP); share ideas on pre and inservice training (DSPD); and, on and on ...

INDIANA Bulletin Boards

Many states, including Indiana, have their own BBDs. We have two currently - INDIANA which any subscriber in Indiana can ost messages on or ask questions of other subscribers. We use it to announce openings for personnel, meeting dates, items of importance from the Division of Special Education and more.

he GEN. ASSEMBLY BBd follows bills introduced in Indiana's Legislature effecting special education and the handicapped. It is ne of the best ways - quick, inexpensive and detailed - to keep up on which bills are introduced, changed, passed, etc.

More BBds specific for Indiana users are planned.

nstant Mail

Electronic mail puts subscribers in touch with each other in a time saving way, and often is the only way to exchange information. 'Telephone Tag', calling someone to find them out and having to call again, is often avoided since a printed message is left for the erson. The system works by calling a special number and typing your message on a computer hooked up to the telephone. The message is waiting for the person in his/her electronic mailbox an instant after you send it. When the other person calls the special number he/she is informed about your letter and can read it, answer it, etc. like a regular letter - only much less time is spent in ending and receiving it!

Electronic mail is especially useful when you must exchange information but don't have the several days required by the Postal Department to deliver a letter and its response.

ndiana SpecialNet

Indiana SpecialNet was started in March, 1982. It is administered by Dr. Bill Littlejohn, Director, Indiana Special Education Administrators' Services (ISEAS).

n its first year it has grown to over 43 subscribers, which reaches the special education directors in over 46% of Indiana's special education planning districts; the Division of Special Education, Department of Public Instruction, four university settings, a couple of advocacy groups and two families of handicapped persons.

Costs

Subscribers pay an annual subscription fee of $200.00 and pay for the amount of time they use the system (average use is approximately $300.00 per year). Users must have a computer, a modem and communications software of capability. Portable terminals re available too. Data terminals can be purchased for as little as about $300.00 to about $2,000.00. ISEAS can provide more detail and even buys the subscription and user time for directors of local public school special education programs in Indiana.

Future

Special educators across the country are signing up for SpecialNet which makes the network more valuable. Questions can be asked of persons across the country by sending a message from your computer to thousands of unknown fellow special education peers. This type of resource promises to improve the state-of-the-art in special education through information exchange.

Special educators in other countries are considering joining SpecialNet which would allow international communications from your home, school or classroom.

Communications among educators using SpecialNet and similar systems will become a standard in the not too distant future. Instant access to vast data banks and fellow educators is available now and is expected to be in homes and schools like yours before the end of the century.

For more information on SpecialNet, contact: William Littlejohn, Director, ISEAS, P.O. Box 251, Madison, IN 47250, (812) 265-7431, or on SpecialNet: User Name ISEAS.

Appendix E

FWCS
FORT WAYNE COMMUNITY SCHOOLS
ADMINISTRATIVE CENTER • 1230 SOUTH CLINTON STREET • FORT WAYNE, INDIANA 46802

OFFICE OF THE
ASSOCIATE SUPERINTENDENT
PHONE 219/425-7275

May 2, 1984

Mr. Denny McCrumb
School of Education
Indiana University
W. W. Wright Education Building
3rd and Jordan
Bloomington, Indiana 47405

Dear Denny:

We appreciate the materials you sent us regarding the survey you are currently making regarding the relationship between enrollment decline between 1972-1973 and 1982-1983 as it relates to ASGA reports to the Department of Public Instruction.

May I make the following observations:

1. It is my judgment that there has not been over a period of years a standardized method for accurately reporting administrative, supervisory, guidance, and auxiliary positions by school districts to the Department of Public Instruction. Various titles have been used, numerical coding has been assigned, and various interpretations have been made in the allocation of staffing at building levels and at central office positions.

2. For every complicated situation there is a simple answer that is usually not correct.

3. Throughout the State of Indiana, including the Fort Wayne Community Schools, personnel records have not been kept at the level of sophistication that financial records have been kept. In addition, auditing takes place in financial areas, but there is very little auditing in the personnel areas even though approximately 85 percent of operational budgets are allocated to salaries, wages and fringe benefits in many school districts.

4. The information that we are sharing with you has been brought together by several individuals including the Clerk of the Board, the Deputy Superintendent for Personnel Services, and others.

The following explanation may be of help to you as we return these materials to your office.

1. The Clerk of the Board of this school district is responsible for the completion of EIR reports. Please note her audit of the report sent by your office to this school district. Coding seems to be a major factor. Please note that the FWCS district no longer has junior high schools since it moved to a vertical grade organization with a middle school, including grades 6, 7 and 8 in the mid-70's. Therefore, when one compares 1972-1973 with 1982-1983, one needs to understand this change in vertical grade organization.

2. Elementary Principal - We now have 35 elementary principals and 35 elementary school units.

3. Junior High School Principal - We no longer have junior high school principals; we have middle school principals. There are 11 in number. The reduction from 12 to 11 is because we have closed in this district the Franklin Middle School, therefore, a reduction of one should be indicated in this classification. In addition, Fairfield Middle School organization was closed however it was offset by the addition of Memorial Park Middle School Magnet Program. The 6.5 figure in the 1982-1983 report is because the Clerk of the Board apparently allocated the 6th grade to the elementary schools; therefore, if you combine the 39.5 and the 6.5, you get a total of 46, resulting from 35 elementary schools and 11 middle schools.

4. The printout that you sent to us is a mixture of building-level administrators and central office administrators. In the case of certain positions such as psychometrists, some are now located at the building and have joint responsibilities as a reduction in staff took place, making several dual assignment positions.

5. Please note that our totals indicate 227.3 FTE for 1972-1973 in the general fund, compared to 202.5 in 1982-1983. This is a reduction of 24.8 FTE administrative positions, or 11 percent.

6. Some of the reasons for this difference between the percentage reduction of administrative positions and enrollment decline are the following:

   a) If an elementary school loses population and you do not close that school, you simply do not remove the principal. There are, of course, options where you could have joint appointments with one principal covering two schools, but that has not been used in this system for the period identified.

b. The State of Indiana, through Public Law 217 and other state requirements, requires that we follow certain procedures in the area of collective bargaining. This can account for several positions, including the Director of Employee Relations and others in the personnel area.

c. We are involved with extensive problems in racial balance which are not common to some districts. Therefore, administrators must cover these areas. For example, we experienced a federal court case in 1977 and we currently are being charged by the Office of Civil Rights. You simply do not reduce administrative staff and allow such areas to be neglected.

d. We are moving more extensively into the area of science, mathematics, computer education, and related areas. Therefore, certain administrative areas have been assigned this responsibility. You simply cannot expend large sums of money without having administrative leadership in a system of this size or you become fragmented and ineffective.

e. This school district encompasses rural, suburban and urban areas. We have the problems of a rural district, suburban district and an urban district combined into one. We are the second largest school district in the State of Indiana and must deal with many of the problems in the community involving social services. In some parts of the school district we have a high percent of our people needing assistance through textbook rental, food service, and many other areas related to the educationally deprived. We cannot assign these people to other funds in many cases, and, therefore the General Fund in effect does carry a higher proportionate load.

f. In a district of this size you have many professional groups including the Taxpayers Research Association, Fort Wayne Education Association, and many other groups demanding the time of FWCS administrative staff members. Our concern is that we not attempt to oversimplify this operation and we do not believe that we are overstaffed in many areas. At the same time, we would agree that we must find better ways to handle administrative and management responsibilities. We have currently completed an office systems study which in part deals with the growing problem of handling a mass volume of information in a school district of this size. While we may not be able to reduce the number of administrative positions, we do in fact want to do everything possible to contain the number.

g. FWCS had a director of facilities who was a civil engineer but he was not certified as a teacher. When he resigned he was replaced by a certified administrator. This reflected an increase of one FWCS administrator on the EIR Report. The present ASGA report system does not accommodate such situations.

I am not sure what the tone your report will take as it goes to the Governor's Commission. We would welcome any opportunity to speak on behalf of the Fort Wayne Community Schools and defend whatever facts are reported on state reports.

Finally, I would want to conclude this note to you and to Dr. Wilkerson to be sure that these reports be developed not from cold statistics alone, but from the very sensitive areas of operation in which many of us have been involved for a great number of years. We will be more than willing to sit with anyone who cares to discuss this subject; however, if we do that, in effect, you are taking more of our administrative time, the very thing which I think someone must be attempting to reduce.

If there are additional data needed by your study, please send your request to us and we will do our best to respond.

Sincerely,

John F. Young

John F. Young
Associate Superintendent

JFY:jt
Y1-2

Enclosure

CC: Dr. William R. Wilkerson

Appendix F-1

Summary of Indiana's School Distribution Formulae, 1974-1985

	Prior Year's State Basic Grant	+	Prior Year's Maximum Normal Property Tax Levy	+	Additional State Guarantee	-	Current Year's Maximum Normal Property Tax Levy	=	State Distribution
1974	"		"		$36/Pupil		Prior year's levy		
1975	"		"		$77/pupil		Prior year's levy		
1976	"		"		$80/pupil		Prior year's levy		
1978	"		"		$65/pupil		Prior year's levy		
1979	"		"		$65/pupil plus 2% of general fund budget*		Prior year's levy plus 1% of general fund budget* plus enough to reach 6% increase if requested and granted		
1980	"		"		7% of general fund budget* reduced by "deghoster"**		Prior year's levy		
1981	"		"		11 1/2% of general fund budget* reduced by "deghoster"**		Prior year's levy		
1982	"		"		$55/pupil plus 2% of general fund budget* reduced by "deghoster"** or increased by percent of enrollment increase		1981 rate applied to 1982 assessed valuation plus transfer of 15 cents from cumulative building fund rate to general fund rate		

1983	"	"	$55/pupil plus 3% of general fund budget* reduced by "deghoster"** or increased by percent of enrollment increase	Prior year's levy plus transfer from cumulative building fund of amount equal to 7% of 1982 utility cost
1984	"	"	$80/pupil plus 3% of general fund budget* reduced by "deghoster"** or increased by percent of enrollment increase with cap of 10% and floor of 5.5%	Increase over prior year's levy equal to average percentage increase in highest 3 of 5 prior years' increases in assessed valuation
1985	"	"	$61/pupil plus 3% of general fund budget* reduced by "deghoster"** or increased by percent of enrollment increase with cap of 10% and floor of 5.5%	Same as 1984

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*"General fund budget" as used in this table, includes only that part of the general fund bedget made up of the state basic grant plus the maximum normal property tax levy. It does not include money from the auto excise tax, federal monies, or any other miscellaneous sources.

** The "deghoster" reduces a school's entitlement by 1/3 of the percentage by which enrollment declined from the prior year.

Appendix F-2

STATE AND LOCAL SCHOOL FUNDING

Year	GNP Deflator	Students-ADM (In Thousands)	State Support ($ In Millions)		Local Support ($ In Millions)		Total Support ($ In Millions)		Total Support Per ADM (Actual Dollars)		Percentage of Total	
			Nominal	Constant	Nominal	Constant	Nominal	Constant	Nominal	Constant	State	Local
71-72	100.00	1,230.04	360.46	360.46	598.36	598.36	958.81	958.81	779.50	779.50	37.59	62.41
72-73	104.45	1,181.13	387.58	371.07	595.46	570.09	983.03	941.16	832.28	796.84	39.43	60.57
73-74	112.10	1,160.49	460.12	410.45	467.94	417.42	928.06	827.88	794.24	708.51	49.58	50.42
74-75	123.33	1,156.35	599.19	485.83	572.68	464.33	1,171.87	950.16	1,013.42	821.69	51.13	48.87
75-76	131.89	1,133.72	688.67	522.13	516.94	391.94	1,205.61	914.07	1,063.41	806.25	57.12	42.88
76-77	138.68	1,121.53	793.75	572.36	564.33	406.93	1,358.08	979.30	1,210.92	873.18	58.45	41.55
77-78	147.51	1,104.48	882.51	598.29	575.70	390.29	1,458.21	988.58	1,320.27	895.07	60.52	39.48
78-79	160.15	1,076.20	983.87	614.36	565.91	353.37	1,549.78	967.72	1,440.05	899.21	63.48	36.52
79-80	173.85	1,045.67	1,105.10	635.66	523.71	301.24	1,628.81	936.91	1,557.67	895.99	67.85	32.15
80-81	190.74	1,019.04	1,260.92	661.08	698.34	366.13	1,959.26	1,027.21	1,922.64	1,008.01	64.36	35.64
81-82	204.99	990.87	1,336.24	651.86	651.09	317.62	1,987.33	969.48	2,005.64	978.41	67.24	32.76
82-83	215.67	963.97	1,383.30	641.39	704.90	326.88	2,088.20	968.27	2,166.33	1,004.46	66.24	33.76
83-84	222.91	948.87	1,478.19	663.15	746.24	334.78	2,224.43	997.92	2,344.30	1,051.70	66.45	33.55
84-85	231.23	927.10	1,597.33	690.79	791.01	342.09	2,388.34	1,032.88	2,576.14	1,114.09	66.88	33.12

Ways & Means
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Appendix F-3

Possible Objectives of State School Finance Programs

1. All pupils, regardless of geographic location, should be able to receive sufficient funds to provide an adequate education.

2. Pupils differ in terms of educational needs and the state program should recognize that expenditures, to satisfy those needs, will vary.

3. Differences among districts, which cause the costs of resources to vary, should be recognized by the state program. Among factors causing differences are sparsity or density of population and "cost-of-living."

4. The financial plan should not be limited to current operation only, but should include transportation and facilities.

5. The adequate educational program to be guaranteed by the state should include all necessary and required programs such as special education, vocational education, compensatory education, bi-lingual education, guidance and counseling, and media services.

6. Major factors which vary among districts but impact upon local costs, such as teacher training and experience levels, utility costs, pupil growth or decline, and racial segregation situations, should be recognized in the state program.

7. Financial support for the total educational program should be a function of the wealth of the state rather than that of the local school district.

8. The financial assistance plan should be bsed on a local tax system which is fair to all classes of taxpayers.

9. The state plan should not keep local districts from raising additional local funds for programs and services which are deemed desirable by constituents of the district.

10. The state assistance program should foster efficiency and economy in the ways that districts are organized to deliver necessary programs and services.

11. Local revenue sources in addition to taxation of property should be used.

12. Measures of local ability should not be restricted to assessed valuation per pupil.

13. The distribution formula should be specifically predictable on a year-to-year basis, and generally predictable for longer periods of time, to allow for appropriate planning.

14. The state assistance plan should be administered objectively.

15. The state program should be responsive to changing conditions such as the need for new or changed programs and services, economic conditions relating to provisions of revenues, inflation, and the like.

16. The state program should be devised to minimize the necessity for categorical grants.

17. New or additional programs and services resulting from federal or state legislation, court decisions, or rules and regulations, should be accompanied by mechanisms to raise the necessary funds to implement.

Appendix F-4

Targets

1. To provide more equal access to funds among school corporations (equity of access for programs and services).

2. To provide for equity of tax burdens among local school corporations.

3. To reduce property taxes.

4. To provide increases over present funding levels with local discretion on usage of increased funds.

5. For specific programs/services, such as:

    a. to increase the level of certified staff salaries "across the board",

    b. to increase entry-level salaries of teachers,

    c. to provide incentives related to performance of teachers/administrators,

    d. to reduce class size,

    e. for inservice programs for teachers/administrators,

    f. to implement remedial programs,

    g. to implement diagnostic testing of pupils,

    h. to assume more of the local school corporations' burden for capital outlay and related debt service,

    i. to assume a larger share of the costs of pupil transportation,

    j. to aid school corporations to implement computer-based instructino/computer literacy,

    k. to increase the funding level for vocational education,

    l. to increase the funding level for special education,

    m. to fund bilingual/compensatory education programs,

    n. to increase the number of guidance personnel, particularly at the elementary level,

    o. to assist local school corporations to cope with utility cost increases,

p. to raise tax rates of corporations with low tax rates and reduce those with high rates,

q. to increase access to dollars for districts below the state mean in spending,

r. to reward schools/staff which demonstrate superior performance.

Appendix G

Summary: Non-Public Education in Indiana
Enrollment, Availability and Accreditation Status

999,542	public school students, K-12 reported for school year 1982-83
99,623	non-public school students, (nursery through 12, post & Spec. Ed.)
- 7,974 **	non-public nursery school students
91,649	non-public school students, K-12
85,000	non-public school students, 1-12
18,820	non-public school students, 9-12
-54,000	non-public school students, 1-12 attending accredited schools
31,000	non-public school students, 1-12 attending non-accredited schools

Approximately 36% of the non-public students, K-12 are attending non-accredited schools

753* non-public schools enroll students in preschool nursery through grade 12, postgraduate and special education.

427 non-public schools enroll students 1-12 and report enrollment to IDE, Division of Educational Information and Research

272 total accredited non-public schools, including preschools (nursery)-12

40 total accredited, non-public schools enroll students 9-12 and provide a secondary curriculum to a part of their school population

145* total non-accredited, non-public schools enrolling students 9-12 and providing a secondary curriculum to a part of their school population.

Source:
- * Figures only consider those reported to the state on Form 10 for the Indiana School Directory, 1983-84.
- ** Enrollments reported in Report 1982-83 of Statistical Information for Indiana School Corporations.

Appendix H

Nonpublic School Fact Sheet (1972-1982) November 18, 1982

1. Number of non-public schools reporting 1-12 enrollment to DPI:

1971-1972	429
1981-1982	427

2. 1-12 non-public enrollment reported to DPI:

1971-1972	104,000	
1981-1982	85,000	- 23%

3. 1-12 non-public school enrollment attending accredited schools:

1971-1972	25,000	
1981-1982	54,000	+119%

4. 1-12 non-public school enrollment and number of schools excluding preschools, private academies, Catholic, Lutheran, Amish, and Seventh Day Adventist schools (i.e., "Christian Day Schools"):

	Schools	Enrollment
1971-1972	34	7,000
1981-1982	71	11,000

The growth of "Christian Day School" programs is reflected in the above figures which translate into a 138% increase in numbers of these types of schools and a 61% increase in enrollment in these types of programs.

Note: It is estimated by IDE, Division of Educational Information and Research, that the total number of non-public schools which exist is 20% greater than reported in the above information.

Source: Distributed to Commission, July 11,1984.